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ABSTRACT

This study examines a representative sample of innovative projects funded under Title III of the Elementary and Secondary Education Act in an effort to identify some of the factors that contribute to constructive change in the schools. In particular, the study investigates local takeover of Title III programs and attempts to determine why some programs are absorbed by local school systems, while other Title III programs are not. By examining how adopted and nonadopted innovative programs differ in their development, organization, dissemination, local leadership, and state support, the study identifies particular strategies, roles, and procedures that aid or hinder the adoption of educational innovations. Data for the study were gathered from a stratified random sample of 12 of the 38 Title III programs funded in Massachusetts for the three-year period 1971-74. (Author/JG)

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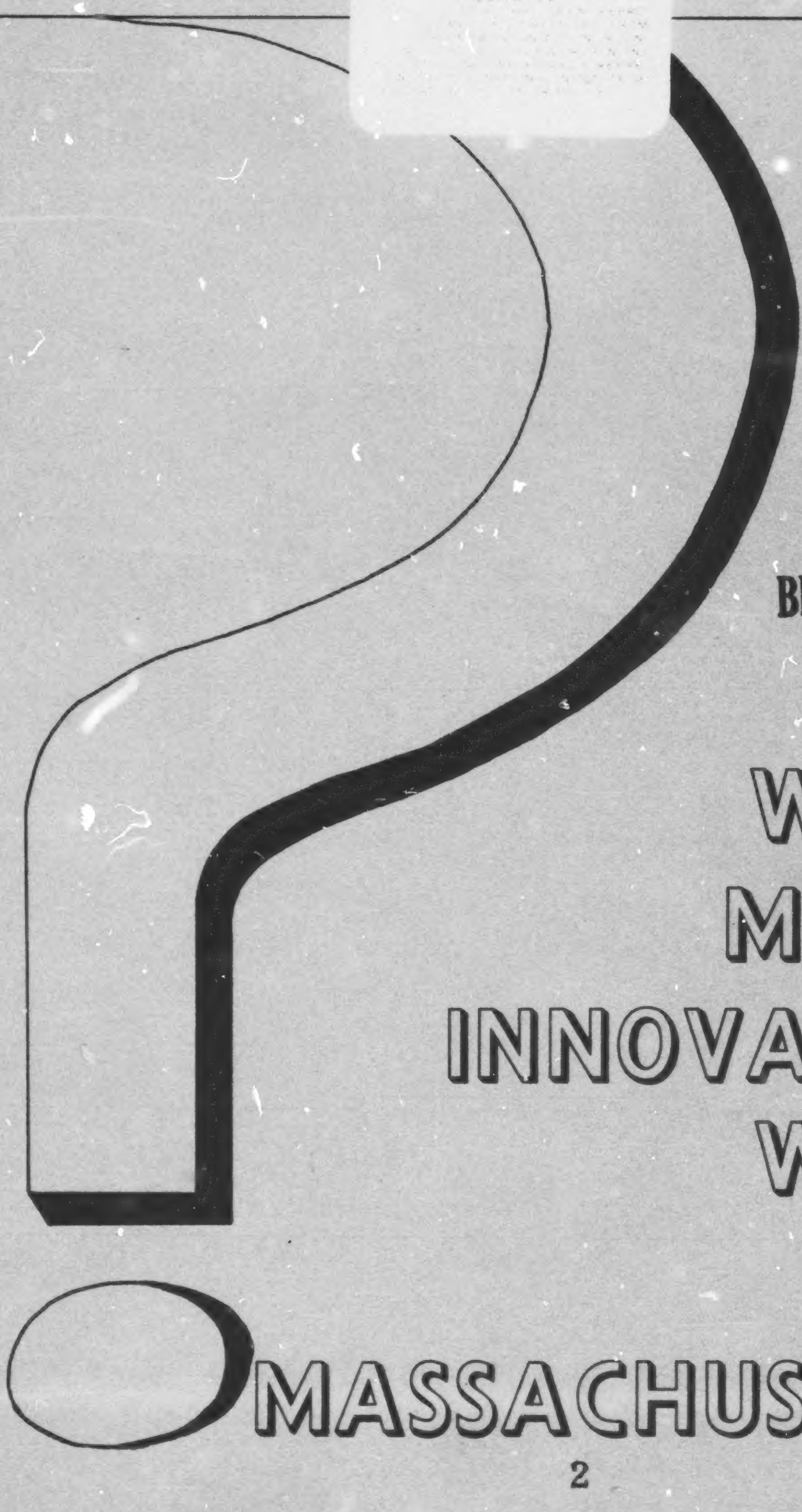

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WHAT MAKES INNOVATION WORK IN MASSACHUSETTS?

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WHAT MAKES INNOVATION WORK IN MASSACHUSETTS?

A STUDY OF ESEA TITLE III

by

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INTRODUCTION

With the passage of the Elementary and Secondary Education Act of 1965 by Congress innovation became synonymous with Title III of that law. This was the title which was intended to support creative ideas for improving education.

Over the past decade a great deal of money has been spent in the pursuit of making teaching and learning more effective. That there have been many disappointments and failures cannot, of course, be denied. On the other hand there have been many successful programs which, we believe, will have a lasting effect on education.

This significant study examines a representative sample of Title III, ESEA projects and gives some idea of what has happened to them. It isolates some of the factors that contribute to constructive change in our schools.

For more information about this study please write or call Mrs. Jeanne Widmer at our Boston Regional Office (617-547-7472).

Robert A. Watson, Director
Bureau of Curriculum Services

August, 1975

TABLE OF CONTENTS

I. BACKGROUND- Rationale for the Study 1

II. ADOPTION- 1971 and Now 5

III. THE PROCEDURE 7

IV. PROJECT PROFILE 12

V. PRESENTATION OF DATA 14

PART A:-The Environment--Some Characteristics of the Community and the School System

Hypotheses #1 -- 3 15

Summary and Analysis 22

PART B -Installation of the Innovation: the Origin and Development

Hypotheses #4 -- 9 25

Summary and Analysis 33

PART C -Trial Period The Operation of the Project

Hypotheses #10 -- 14 37

Summary and Analysis 50

PART D -Trial Period School System Support

Hypotheses #15 -- 17 54

Summary and Analysis 64

PART E -Trial Period: State Department of Education Support

Hypothesis #18 67

Summary and Analysis 77

PART F.-Trial Period: The Leadership Style of the Project Director

Hypotheses #19 -- 29 83

Summary and Analysis 101

TABLE OF CONTENTS (con'd)

VI. OVERALL SUMMARY AND ANALYSIS--What Have we Learned About Innovation in Massachusetts? 109

VII. APPENDICES 123

- I Hypotheses Used in This Study 124
- II Variables and Data Sources 127
- III Chronological Listing of Study Procedures 129
- IV A. Effect of Study Innovations on School Operations 131
  - B. Effect of Study Innovations on the Number of School Districts 131
- V Project Director Profile 132

References 133

TABLES

Table No.	Title	Page Referred to
1	COMPARISON OF ADOPTION RATES FOR ESEA TITLE III FUNDED BEFORE 1971 AND FROM 1971 TO 1974	6
2	COMPARISON OF STUDY SAMPLE WITH ORIGINAL 38 TITLE III PROJECTS	9
3	PROJECT PROFILE	12
4	PROFILE - TOWN DATA	16
4b	PROFILE - SCHOOL DATA	19
5	ORIGIN OF THE PROJECTS	26
6	DEVELOPER OF THE PROJECTS	27
7	WAS THERE A NEED IN THE COMMUNITY?	28
8	WHAT KIND OF NEEDS ASSESSMENT WAS DONE PRIOR TO BEGINNING OF THE PROJECT?	30
9	WHY DID THE PROJECT ORIGINATE? ORIGIN OF NEED	31
10	DID YOUR PROJECT MEET ITS OBJECTIVES?	38
11	DID YOUR PROJECT MEET ITS OBJECTIVES? (Revised)	39
12	HOW CLOSELY DID THE PROJECT COME IN ATTAINING ITS GOALS?	40
13	HOW IMPORTANT WAS THE EVALUATION TO THE PROGRESS OF THE PROJECT?	41
14	WHY DID THE PROJECT CHANGE?	44
15	WHAT WERE THE GREATEST CHANGES FROM THE PROJECT?	46
16	HOW DIFFICULT DO YOU GENERALLY FIND IT TO EXPLAIN YOUR OBJECTIVES TO PEOPLE LIKE THE FOLLOWING?	47
17	HOW IMPORTANT WAS DISSEMINATION TO THE PROGRESS OF YOUR PROJECT?	55

TABLES (contd)

Table No.	Title	Page Referred to
18	HOW OPEN ARE YOU WITH PROJECT PROBLEMS WITH THE SUPERINTENDENT AND OTHER ADMINISTRATORS IN THE SYSTEM	57
19	HOW IMPORTANT WAS CENTRAL ADMINISTRATORS AND SCHOOL COMMITTEE PEOPLE TO THE PROGRESS OF YOUR PROJECT	58
20	FINANCIAL PICTURE OF ESEA TITLE III PROJECTS USED IN SAMPLE	60
21	HOW MUCH DIFFERENCE DID THE PRESENCE OF A SUPERVISOR MAKE TO THE PROGRESS OF THE PROJECT?	69
22	IF YOU WERE ASSIGNED THE SAME SUPERVISOR/PROJECT AGAIN, HOW WOULD YOU USE HIM/HER DIFFERENTLY? (WHAT WOULD YOU DO DIFFERENTLY?)	75
23	HOW MUCH EXPERIENCE HAS THE PROJECT DIRECTOR HAD IN THE COMMUNITY/SCHOOL SYSTEM? IN THE SUBJECT AREA OF THE PROJECT?	83
24	ASIDE FROM PROFESSIONAL EXPERIENCE, WHAT PERSONAL TRAITS DO YOU THINK THE SCHOOL SYSTEM WAS LOOKING FOR IN HIRING THE PROJECT DIRECTOR/YOU? TO WHAT EXTENT DOES THE PROJECT REFLECT THESE TRAITS?	85
25	DESCRIBE THE LEADERSHIP STYLE OF THE PROJECT DIRECTOR	88
26	THE FOUR MOST FREQUENTLY CHECKED ITEMS FOR LEADERSHIP STYLE OF THE PROJECT DIRECTOR IN ORDER OF PREFERENCE	91
27	PROJECT DIRECTOR INVOLVEMENT IN PROFESSIONAL ORGANIZATIONS	92
28	DO YOU FEEL COMFORTABLE GIVING SUGGESTIONS/ADVICE TO THE PROJECT DIRECTOR?	95
29	DOES THE STAFF FEEL COMFORTABLE GIVING SUGGESTIONS/ADVICE TO YOU?	95

TABLES (contd)

Table No.	Title	Page Referred to
30	HOW HELPFUL DID YOU FIND EACH OF THE FOLLOWING EVALUATIONS?	96
31	HOW WELL DOES THE PROJECT DIRECTOR DEFINE YOUR RESPONSIBILITIES?	99
	HOW WELL DO YOU DEFINE THE RESPONSIBILITIES OF YOUR STAFF?	99

I. BACKGROUND -- Rationale for the Study

> "The purpose of Title III ESEA...
>
> ...is to create innovative programs in the elementary and secondary schools...and to make such programs an integral part of the school's curriculum.
> --Dr. Max Bogart, Associate Commissioner
>
> ...is to improve education through innovative techniques.
> _Mr. Robert Watson, Director
> Bureau of Curriculum and Instruction
>
> ...is to provide a federal incentive to help local school districts bring about educational change.
> --Commissioner Gregory Anrig
> Massachusetts Department of Education

* * *

It is nearly ten years since ESEA Title III came into being. "Seed money," "money for innovation," "model programs," "educational centers"--such were the watchwords of this new approach to educational change in 1965. It was the hope of many that this federal money could provide enough incentive and support for higher quality programs so that parent school districts would eventually absorb them in their regular budgets.

It is nearly five years since the selection and administration of these projects moved from Washington to the local states. This shift was intended to improve the quality of proposal submitted, since the United States Office of Education had by 1969, "found itself more the passive recipient of proposals than the active stimulant and helper it was originally conceived to be."*

---

* Doris Kearns, "The Growth and Development of ESEA Title III," Educational Technology, May 1969, p.14

The thinking of Congress was that the state was better able to understand the indigenous needs and problems of local districts than someone from Washington. Given this, the state would be in a better position to stimulate and help local districts develop programs to answer these needs. And perhaps most importantly the state could provide innovative programs with the kind of support that would result in legitimate local take-over at the end of their federal funding period.

In Massachusetts alone over 30 million dollars has been spent on almost 250 ESEA Title III projects since 1965. What has been the effect of state control on the stimulation and the local takeover of innovation? Has the state provided the kind of active leadership in ESEA Title III that Washington could not provide? What has been learned in Massachusetts about change and about the "problems in actually implementing new and improved paractics?"*

That was the purpose of this study-- to look at local take-over and try to understand why one program managed to be absorbed into the school system and another did not. The study looked at how adopted and non adopted innovative programs differed in their planning, in their development/organization of activities and staff, in their emphases on evaluation and dissemination. It examined the kinds of communities that tended to adopt, and how they differed financially and socioeconomically from those that did not. It looked for real differences in the kinds of school system and state support that each received and in the styles of leadership (project director) provided. In short, it identified some strategies, roles, and procedures that lent themselves to the adoption of an innovation and some which impede adoption.

---

*Commissioner Terrel Bell, Office of Education, recently told a group of researchers that "just disseminating the results of educational R&D won't close the gap between knowledge and practice in the nations schools...If the results of your efforts are to be fully applied, I think we need to understand what the problems are in actually implementing a new and improved practice, "Report on Education Research," Dec. 4, 1974, p.4.

Adoption was the fulcrum--the dependent variable--for this study. It was a logical choice because in the eyes of the original legislators, adoption by a local community provides a measure of the "success" of an ESEA Title III project, the legitimate end product of federal seed monies. Hence, all proposal criteria and project procedures are set up with this end in mind.*

However, "success" in this legislative sense is not to be equated with real value in the educational sphere. A project may be mediocre and become adopted precisely because of its non-threatening quality. Or it may shake the school system to its roots and be dropped abruptly before the first year's funding is even completed. Real educational value is uncovered only with highly complex testing of gains in student and teacher learning. However, the time and money such testing demands is beyond the scope of either ESEA projects or of this study.

---

*In "The Growth and Development of ESEA Title III," Doris Kearns makes the same point. "It is in the dialogue between schools states and OE that the ultimate success of Title III will be found."

She goes on. "Success will be found to the extent that programs initially funded by the OE do demonstrate their worth that the district takes over support in their regular budgets." In Educational Technology, May 1969, p.14.

II. ADOPTION -- 1971 and Now

> "Innovation is in the eye of the beholder..."
>
> Dr. Alan Weisberg
> Associate Planner
> Executive Planning Office
> Massachusetts Department of Education

What has been the rate of local project takeover in Massachusetts over the past 10 years? Information on U.S. Office of Education-funded projects was gathered in 1969-70 by Carolyn Denham in a Department of Education-sponsored study entitled, Title III in Massachusetts/An Evaluation* and then in 1974 by this researcher. For purposes of this study, the projects were grouped into three stages of adoption representing a range of adoption/local support from 0% - 100%.

Group I -- Not Adopted -- Includes all programs that had either been entirely discontinued or were continuing with absolutely no local cash support.

---

*Described as "A Study of Variables Related to Success Continuation, and Dissemination of Title III Projects," the study focused on superintendents' perceptions of such things as size of grant, single district vs. regional projects, method of hearing about the educational innovations, and continuation of project activities in their districts.

See Carolyn Denham, "Title III in Massachusetts/An Evaluation," ESEA Title III, Bureau of Curriculum Services, Massachusetts Department of Education, Boston, 1971.

Group II -- Semi Adopted--Includes programs that were continuing on a smaller scale with local funds. (Or at the same rate with supplementary assistance from other state, federal, or foundation sources.)

Group III - Adopted -- Includes programs which the local school systems were supporting at the same level or greater than was initially backed by federal funding.

The percentage of projects falling into these groupings in 1969-70 and again in 1974 is shown in Table I below.

TABLE I

COMPARISON OF ADOPTION RATES FOR ESEA TITLE III PROJECTS FUNDED BEFORE 1971 AND FROM 1971 to 1974

Year of Funding	I-Not Adopted	II-Semi-Adopted	III-Adopted
Before 1971	30%	38%	32%
1971 to 1974	18%	26%	56%

Comparing the Data

As Table I shows, in 1971 the overall adoption rate, or the sum of adopted and semi-adopted projects is impressive at 70%. Yet by 1974 this rate had increased by 20%.* And strikingly, the number of discontinued projects decreased 40% in that same time period. And the reasons underlying these adoption figures were the purpose of this study.

---

*To 82%, that is (26% + 56% = 82%)

III. THE PROCEDURE

> "An ideal innovator must have some quality analysis...must have an ability to evaluate what it is s/he is going to do...I would call this a technical ability."
>
> --Dr. Ronald Fitzgerald, Director MACE

The study began in the summer of 1973 when a review of the literature and discussions with individuals knowledgeable about innovation yielded a list of 23 variables which later made up 29 hypotheses (See Appendix I). The variables were grouped into six main areas as follows:

VARIABLE AREAS

1. The Environment--Some Characteristics of the School and Community:

   Socio/economic information--median income, major profession; school budget information--amount spent per student, number of specialists in the system, professional days for personnel, etc.; whether district had a Title III project before and if so whether it was adopted.

2. Installation of the Innovation--Origin and Development:

   Who began the program, whether or not the diffusion leader was involved in the early stages, amount of district support, whether there was a need for the program, assessment?

3. Trial Period--The Operation of the Program

   Extent to which the program achieved its objectives, evaluation findings, visibility and tangibility of program, programmatic design.

4. Trial Period--School System Support

   Extent of support--financial, moral, time and resources; dissemination; involvement of decision makers; diffusion of activities throughout districts.

5. Trial Period--State Department of Education Support

   Nature and kind of support; assistance in diffusion.

6. Trial Period--Leadership Style of the Project Director

   From inside or outside the district; experience in program area, management ability, leadership ability, flexibility, etc.

The dependent variable for the study, the level of adoption, was chosen for two reasons: (1) from a financial point of view the 30--60% local support required by state regulations could be easily calculated; and (2) local adoption is the main criterion used by the state and federal education agencies to judge the success of an ESEA Title III project.

The Sample

The subjects in this study were 12 ESEA Title III innovative programs representing a 31.5% sample of the total 38 ESEA Title III projects funded in Massachusetts for the three-year period 1971-74.* This population was chosen because it was the first group of projects to be selected and funded completely by the Massachusetts Department of Education, contrary to the prior funding process administered directly from Washington. Hence, the projects represented the state's first efforts to influence directly the degree of diffusion that would take place at the end of three years. In addition, all 38 people were in their third year of funding at the time of the study making it possible to determine the degree of adoption that would take place in 1974-75. (Table 2 shows the comparison of sample and population.) Chi Square results of no significance show how closely the sample represents the population.

---

*The 12 projects covered a total of 87 school districts which make up 22% of all the districts in Massachusetts.

TABLE 2

COMPARISON OF STUDY SAMPLE WITH ORIGINAL 38 TITLE III PROJECTS

	I-Non-Adopted	II-Semi-Adopted	III-Adopted
Original 38	18%	26%	56%
Sample 12	25%	25%	50%

$X_2^2 = 1.4956 \quad (p > .05)$

Projects were grouped into three strata representing range of adoption/local support from 0% - 100%. Preliminary data were collected on (1) the amount of in-kind and dollar support each project had received over the three years from the local district, and (2) projections of local takeover in 1974-75. Group I--Not adopted included all programs that had either been entirely discontinued or were continuing with absolutely no local cash support; Group II--Semi-Adopted encompassed programs that were continuing on a smaller scale with local funds (or at the same rate with supplementary assistance from other state, federal, or foundation sources); Group III--Adopted included programs which the local districts were supporting at the same level or greater than was initially backed by federal funding.

A stratified random selection was then made of the 12 programs to be used in this study. The number of projects was proportional to the number in each cell.*

Data Collection and Analysis

Data were collected in a variety of ways.

1. Program Interviews: Five individuals connected with project were interviewed--a diffusion leader, a project staff member, the Superintendent of Schools, a user, (a participating teacher, administrator, parent, or student), and the appointed state liaison working with the program.

2. Questionnaires: Diffusion leaders and superintendents of schools completed a fact sheet on financial and demographic characteristics of their respective programs or districts; questions on the role of the state were completed by the diffusion leaders.

3. Checklists: Each of the five individuals mentioned in #1 above described the program by selecting from a list of 30 ERIC descriptors.

4. Evaluation Reports: All evaluation reports connected with the programs were read and rated by a team of researchers to guage how well the program achieved its objectives.

5. Proposals and Continuation Grants:

   The original proposals and continuation grants were read and analyzed for range and scope of objectives.

---

*Later the numbers shifted somewhat because of the changing commitments of the school districts, making an even distribution of 3 in Group I; 3 in Group II; and 6 in Group III. Group III was originally divided into two groups--continuation at the same level and continuation at a greater level. For purposes of data analysis, the two were later collapsed.

6. Historical Data: Monthly program progress reports completed by the diffusion leaders and state reports completed by the liaison were read and analyzed for progress and problems.

7. Census Tract Data: Median income, occupations, etc., were collected on the individual communities. (In the case of collaboratives, it was collected on the LEA* the district acting as conduit for funding).

8. Adoption Data Sheets: In June, 1974, the superintendents of schools completed data sheet on the extent of financial takeover of the programs for 1974-75.

Instruments were piloted in two programs--one single and one multi-district--and revised over a three-month period. Interviews were conducted in the spring of 1974 and the remainder of the data was collected and analyzed in the summer and fall.** (See Appendix III for a chronology of study procedures.)

Frequencies were obtained for all interview items. Tests of association (Chi Square) and comparisons between means (t-tests) were performed on appropriate data. The Contingency Coefficient (C) was used on statistically significant Chi Square data to provide a measure of the degree of correlation.

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*A list of these areas and the data sources can be found in Appendix II.

**The coding and analysis of data was accomplished with the generous and skillful assistance of two research assistants --Ms. Marsha Baron and Ms. Ann Flynn of Boston University Graduate School of Education. Dr. Bernard Shapiro, Associate Dean of the School of Education provided consultative assistance in the analysis of data.

IV. PROFILE OF PROJECTS

> "The ideal educational innovator combines the ability to develop creative approaches to program situations with the ability to manage such programs efficiently and effectively."
>
> --Dr. Jack Reynolds, Director
> ESEA Title III

An overview of the size, funding sources, and nature of the 12 projects under investigation is included in Table 3.

TABLE 3

PROJECT PROFILE

	I-Non-Adopted	II-Semi-Adopted	III-Adopted
Single	67%	67%	50%
Collaborative	33%	33%	50%
Diffusing*	0%	33%	83%
# School Systems Involved**	1.33	4.00	4.30
#School Systems Withdrawn**	1.00	1.33	.5

In comparing the profiles of the adopted and the non adopted projects, it was found that half (50%) of the adopted projects are collaboratives (involve more than one school district) while only one third (33%) of the non and semi adopted are multi-district. Eighty-three (83%) percent of the adopted

---

*Project received additional funds 1974-1975 to diffuse to expand to other districts.

**Average number

projects are involved in what is called "diffusion." (That is, they received funds from the state Title III office in 1973-74 to spread their innovations to other districts.) In contrast, none of the non adopted and only 33% of the semi-adopted were involved in this diffusion process.

Adopted projects tended to be involved with more school systems and have fewer school systems withdraw than the semi or non adopted projects. And adopted projects had less project director and staff turnover than either of the two other groups.

Impact on School System

Because of the diversity of the projects under study, there was no helpful means of categorizing by subject area. What proved to be more interesting was a classification of the extent to which the program innovation attempted to change the school system/s using Pincus' codes.* Appendix IV contains this breakdown as well as a table showing the effect of the project innovations on the number of school districts.

As can be seen by these tables, in the non adopted projects attempted changes that were much more adventuresome than those proposed by the other two groups, changing the organizational structure of the schools. Furthermore, these efforts were concentrated more frequently in a single school system as opposed to the multi-district efforts of the semi and adopted project groups.

---

*This classification was done by a team of researchers reviewing proposal objectives and independently coding the objectives using Pincus' classification scheme.

V. PRESENTATION OF DATA

> "The purpose of Title III is to help communities attempt to have resources they couldn't otherwise find... a source of help if they want to try some innovation."
> --Dr. Ronald Fitzgerald, Director of MACE

Data on the variables involved in the adoption of innovative programs will be presented in the six areas mentioned earlier. (1) The Environment; (2) The Origin and Development of the Innovation; (3) The Operation of the Project, (evaluation, dissemination; (4) School System Support; (5) State Department of Education Support; and (6) Leadership Style of the Project Director.

Within each of these areas, relevant hypotheses will be cited and data presented as they support or reject these. A full list of the hypotheses can be found in Appendix I, and numbering in the text will correspond to that list. The next section, "The Environment", will provide a general setting for the more specific programmatic variables which follow.

Part A. The Environment -- Some Characteristics of the Community and School System.

> "I don't like the word 'innovation' anymore. It carries some implications of just being a flash-in-the-pan."
> --Dr. Alan Hartman, MACE

HYPOTHESIS #1--A high rate of adoption of innovations is not necessarily tied to communities/school system that are wealthy and for a higher social status.

It is an article of faith in this culture that enlightenment belongs to the wealthy. "Oh sure," it's so frequently heard, "they can pick up that Title III project. They've got a lot more money than we have."

And Everett Rogers in his discussion of diffusion of Innovations speaks of "wealth and innovativeness going hand-in-hand."

> The social characteristics of earlier adopters thus mark them as better educated, of higher social status, and the like. They are wealthier, more specialized, and have larger size units (than later adopters).*

This hypothesis flies in the face of such beliefs.

Findings

The town and school data as presented in Table 4 A&B support this hypothesis.

Median income and School Budgets

First of all the average median income of the non-adopted group is not the lowest, as might be expected, but rather the highest of the three groups at $13,927. This is almost $1,000

---

*Everett Rogers and F.F. Shoemaker, Communication of Innovations: A Cross Cultural Approach. New York Free Press, 1971, p.186,187.

TABLE 4A

PROFILE - TOWN DATA

	I Non-Adopted	II Semi-Adopted	III Adopted
Average Median Income - 1970	$13,927	$11,974	$13,035
Community Type			
Urban	33%	33%	33%
Rural	0%	0%	17%
Other	67%	67%	50%
16. Major Occupation			
Professional	33%	33%	50%
Self-Employed	67%	67%	50%

higher than the adopted group and $2,000 more than for the semi-adopted projects. Also, Group II, with the lowest median income, spends the most per pupil -- $1,113--which is about $100 more than the other two groups.

Data do not support the hypotheses in other aspects of the school budget either. The adopted group school systems spend the least amount on inservice training and are supplemented by the lowest percentage of state and federal funds. They spend virtually the same amounts (28% and 26%) of the budgets in sending personnel to conventions and no more to provide specialists (reading, math, psychologist etc.) to serve teachers and students.

Social Status

The data again tend to support the hypothesis. The communities were placed in one of 3 categories. The communities were classified as "urban" if the population (by 1970 consus) was over 50,000;"rural" if under 2,500;and the "other" classification was used for communities with population of 2500-50,000. The sociological makeup of the communities in the three groups varies only slightly. Thirty three percent (33%) of the projects in the three groups are from cities. The only other difference is that 17% of the adopted group is found in rural--communities which by no means increases its social status.

Occupations are markedly similar with a breakdown of self employed and professionals. There are 17% more professionals in the adopted group which gives them a slight edge in social status.

Hypothesis # 2--

A school system which is seen by its members as being open to change and flexible in its role expectations (less bureaucratic and rigid) is more apt to adopt an innovation than one which is not seen this way.

According to this hypothesis, an adopting school system is one which encourages personal and professional growth on the part of its personnel and furthermore, will provide the opportunity via inservice days etc. It avoids either locking people into roles as in a rigid bureaucracy (only so-and-so can do that job...") or figuratively into classrooms ("you cannot leave until 3:30...").

Findings

The data support the hypothesis. Information was gathered in two ways--questionnaires which are summarized in Table 4B School Data and interview.

School System Profile Chart

School systems of adopted projects show the greatest flexibility in their role expectations. They provide the most inservice days almost three times more than the non adopted's even though they spend the least amount on teacher training. They provide almost 4 times .63 vs. 2.16 as many professional days per teacher a year. And given the similar constraints of budget they send no less than 300% more teachers and administrators to conventions at system expense as do non adopting districts.

TABLE 4B

PROFILE - SCHOOL DATA

	I Non-Adopted	II Semi-Adopted	III Adopted
Professional Days/Teacher	.63/days	2.67/days	2.16/days
In-Service Days	7 days/yr	17 days/year	18.67 days/yr
% of Budget for Training	.31%	.52%	.25%
% of Budget for Conventions	.26%	.23%	.28%
% Federal Money	2.18%	5.04%	2.13%
% State Money	14.00%	45.00%	11.13%
% of Teach. & Adm. Attending Conf. own expense	4.73%	7.00%	6.64%
% of Teach. & Adm. Attending Conf. sys expense	4.00%	7.67%	11.72%
Cost per Student	$ 1,056	$1,113	$ 1,051
# Children per School	480	775	536
# Children per Teacher	26	16	17
# Teachers per Administrators	62	21	77
# Teachers per Specialist	6	7	7.23
# Students per Specialist	126	111	121.33
# Professional Days per teacher	.63	2.67	2.16
# Inservice Days per teacher	7	17	18.67
Prior T-III Project	33%	67%	67%
Prior Title III Project Still Existing	0%	100%	100%

How Open is your System to Change?

The hypothesis is supported by interview data as well. Everyone was asked, "How open is your system to change?" This was estimated on a four point scale--from "not at all" to "extremely open." Adopted project respondents saw their systems as the most open at #3--"rather open." One participant went on to describe this openness:

> The superintendent and principals are sincerely open to change that's good. I'm impressed with the way they go about change.

In contrast the mean response for non adopted group was closer to #2--somewhat open," ..."if very carefully structured and a low threat," described one respondent. In fact 80% of this group rated their systems in the lowest two categories of this scale.

> *HYPOTHESIS # 3-- A school system which has already demonstrated a willingness to adopt innovations in the past is more apt to continue to do so than one which has not.*

The assumption underlying this hypothesis is that if a school system has shown a willingness to change in the past, it is not only more open to picking up another innovation, but it has the built-in mechanisms for doing so.

Findings

Data support the hypothesis. Information was collected on whether or not the system had a Title III project in the past and if so, to what extent it presently existed. Table 4 shows that twice as many semi and adopting communities had Title III projects in the past as did non adopted communities.

All of these projects were still in existence in the adopting communities while in contrast, none were continuing in the non adopted group.

Summary and Analysis - The Environment

When asked how open his/her school system was, a director of a non-adopted project groaned and said: "Oh, it's like pulling teeth!" Such a statement captures like nothing else can the feeling of trying to carry out a new idea in a basically closed system.

Since innovation cannot operate in a vacuum, it seemed worthwhile to try and identify the kinds of communities/school systems that have encouraged/discouraged ESEA Title III projects.

WEALTH AND STATUS

First of all, wealth and status are not at all prerequisites . The data show no correlation between median income, profession, high per pupil expenditure, or lavish school budgets and adoption. In fact status may have been a handicap as one supervisor of a non adopted project pointed out:

> One of the obstacles the project , had to face was the conservative attitude on the part of the white middle class parents whose primary concern was getting their kids into college. They stressed the cognitive rather than the attitudinal changes on the part of the kids.

Another participant (non adopted) labeled his/her rather affluent community as "sort of conservative in their own way."

Openness to change

Rather than visible wealth or status, there are other more elusive factors which pave the way for change. Openness to change, flexibility in viewing roles, a lack of bureaucratic rigidity, a professionalism in dealing with personnel--all of these attitudes and practices create a climate for the adoption of an innovation. School systems exhibit these qualities by not only allowing but encouraging professional growth through released days, inservice time, sending to conventions and the like. School members feel the lack of openness and see it, as one staff member of a discontinued project as: a poor climate...one the teachers will leave when they have the chance." It came through in another non adopted project when one of the biggest obstacles of the program according to the supervisor was that the participating teachers couldn't get any released days for the training. How can one go about trying new ideas when there is abosolutely no time?

Prior Title III Project

Whether or not having adopted a Title III project in the past has created this kind of openness cannot be said. What can be observed is that adopted projects tend to come from communities which have gone through the process of absorbing Title III projects in the past. Non adopted projects come from communities which have either never had a project or have discontinued the ones they did have. Perhaps a community which has already gone through the pains of picking up a new idea is really more receptive, has what the diffusion experts call, "built-in mechanisms for change." Or perhaps as one superintendent of an adopted project put it:

> This project was a natural outgrowth of our previous one...We just found we needed it (this training)...

Part B. Installation of the Innovation--The Origin and Development

"I wouldn't necessarily define innovation as 'change' only. It is also 'adaptation'....And then sometimes innovation is resistance to change...."
--Dr. Stephen Kaagan, Executive Planner
Department of Education

When does a program really start--with the idea, with the proposal, with the money? Does it make any difference how it starts-whether it's an imported idea or home grown, whether it's initiated by one person off in a corner or with the support of multitudes in the center of things? Is it needed or just wanted or neither? Should there be a trial run of the activities or will starting cold bring the same results?

These are some of the questions that went into making this set of variables an important part of this study. The origin and development of an innovation--are important areas of concern for both diffusion experts and funding agencies alike.* What did the data say about the early stages of innovation in Massachusetts?

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*Who looks at proposals for certain acceptable indices of success such as needs assessments, involvement of teachers, community etc.

Whose Brainchild?

There are six hypotheses dealing with the origin and development of an innovative idea, three of them relating to its early ownership.

Hypothesis # 4: If the idea for the project was generated from within the school system, that project is more apt to be adopted than one which was generated from outside.

This hypothesis moves away from the popular notion of "outside expertise" providing all the impetus for change in an organization. It is based on the assumption that if an innovative idea springs from the members of a community, it is more apt to be suited for that community than if it came from someone from the outside.

Findings

Data are inconclusive on this hypothesis. Table 5 below shows that while 100% of the adopted projects said that the idea for their innovation came from within the school system, 83.4% of the non-adopted projects also eminated from within the system. Furthermore, within system motivation occurred in only 33% of the semi-adopted projects.

TABLE 5

ORIGIN OF THE PROJECTS

Project Origin	I-Non-Adopted	II-Semi-Adopted	III-Adopted
Within the Community	83.4%	33.3%	100%
Outside the Community	0.0%	66.7%	0.0%
No Response	16.6%	0.0%	0.0%

The two other hypotheses related to early ownership are:

Hypothesis #5--A project which was motivated primarily by many people within the school community has a better chance of being adopted than one which was motivated mainly by the central administration or a single party.

Hypothesis #6--A project which involved the director in its origin and the development has a better chance of being adopted than one which did not.

It is the assumption of many that the individuals who actually initiate a program can make or break its later success. These hypotheses are based on the premise that if the program is seemingly imposed from above (initiated by the central administration alone) or by one person, it will be off to a poor start. Similarly, if the director isn't involved in the planning stages of the project and is later brought in it will prove to be an impediment to the project.

TABLE 6

DEVELOPER OF THE PROJECT

Project Developed By	I-Non-Adopted	II-Semi-Adopted	III-Adopted
Project Director	66.7%	33.3%	58.3%
Supt of Schools/ Cntl Office	16.7%	16.7%	16.7%
School Personnel	0.0%	0.0%	0.0%
Parents/Community	0.0%	0.0%	0.0%
Other	0.0%	33.3%	0.0%
No Response	16.7%	0.0%	0.0%

Findings

Data do not support either hypothesis. Table 6 shows that only 17--25% of the time was an adopted project originated and developed mainly but school personnel-teachers, administrators, coordinators etc. Most of the non-adopted and adopted projects were begun either by the project director or by the superintendent of schools. Furthermore, a large percentage of the semi-adopted projects were started by someone from outside the community.

Director Involvement

The data do not show that involving the director in the early stages of the project makes a difference in whether or not it's later adopted. In fact, 67% of the non-adopted projects were originated and developed by the project director while this was the case in only 58% of the adopted projects.

Three hypotheses relate to efforts which may or may not be made beforehand to give a program additional impetus. One is:

> *Hypothesis # 7--A project does not have to originate from a need in the community to be adopted.*

TABLE 7

WAS THERE A NEED IN THE COMMUNITY?

	I-Non-Adopted	II-Semi-Adopted	III-Adopted
Project Had Educational Value But Met No Real Need in Community	66.7%	66.7%	83.3%
Project Arose from Need in Community	33.3%	33.3%	16.7%

Findings

The data presented in Table 7 support this hypothesis. Sixty-seven percent (67%) of the semi-adopted and eighty three percent (83%) of the adopted projects responding said "no real need existed in their communities" before their programs began. In fact, only 17% of the adopted group said there was any need at all for the particular innovation. Most of the reasons given for the origin of the project centered around its educational advantages--i.e. "it was good for the students, teachers etc." Generally speaking, the value of the project was perceived by only a few--superintendent, central office personnel, director project director etc.

Were needs assessments done?

A school system can need the training activities of an ESEA Title III project and not know it does. Or it can go through an elaborate process of finding out its needs via survey-- questionnaires, meetings, etc.--and discover needs that are so general, so diffuse, so inconclusive, that any number of programs would suffice.

Both the Washington Office of Education and Massachusetts State Department insist on the value of needs assessment surveys prior to funding. Because such processes are so obviously related to the needs question, respondents were asked whether a needs survey was conducted in their communities during the planning stages of the project.

Findings

Table 8 shows that whether or not a school system goes through the process of surveying its needs does not seem to be a critical factor in the adoption of a project. While 67% of the adopted projects said they had small or large needs assessments, so did 50% of the discontinued programs. And 67% of Group II--the semi-adopted projects--said they didn't go through this process at all.

TABLE 8

WHAT KIND OF NEEDS ASSESSMENT WAS DONE PRIOR TO THE BEGINNING OF THE PROJECT

Degree of Assessment	I-Non-Adopted	II-Semi-Adopted	III-Adopted
None	33.3%	66.7%	25.0%
Small Needs Assessment	33.3%	33.3%	41.7%
Large Assessment	16.7%	0.0%	25.0%
No Response	16.7%	0.0%	8.3%

A second hypothesis having to do with pre-program efforts is:

Hypothesis # 8: A project which began with a pilot effort before federal funding has a better chance of being adopted than one which did not.

Some ESEA Title III projects are natural outgrowths of previous project efforts--new needs are identified and a new project created to answer these. Some school systems experiment with an innovative activity and find they would like some federal funding to try it on a larger scale.

Some projects haven't been tried at all. They remain as yet "good ideas" waiting to be tested. And other projects are expected to "turn around" undesirable attitudes or practices like racism, rigidity, etc. in a school system. Whose approach is most conducive to a project's successful adoption?

Findings

Table 9 shows that data tend to support the hypothesis -- i.e. that some pilot activity is desirable. Twice as many adopted as non-adopted projects began with some prior experimentation with activities.

The data also show that projects which are expected to "turn around" some negative trends in the community have the hardest time surviving. There is a downward slope from the non-adopted (at 33%) to the adopted projects (8%) regarding their use of a Title III program to change negative trends in their systems.

TABLE 9

WHY DID THE PROJECT ORIGINATE?-ORIGIN OF NEED

Origin of Need	I-Non-Adopted	II-Semi-Adopted	III-Adopted
No Existing Activity	50.0%	66.7%	58.3%
Altering Course of Neg. Activity	33.3%	16.7%	8.3%
Expanding Existing Pos. Activity	16.7%	0.0%	33.3%
No Response	0.0%	16.7%	0.0%

The final hypothesis in this group deals with the amount of school system support the project received in its planning stages.

> *Hypothesis #9--A school system which provided support (financial, time and resources, moral) to a project in the beginning stages as well as throughout, is more apt to adopt a project than one which did not.*

Findings

(Note: The second half of this hypothesis will be dealt with in the section on school system support.)

Data tends to support the hypothesis, at least in the areas of financial and time and resources support. When asked to rate from 1 - "No support" to 4 - "a great deal," 58% to 67% of the semi and adpoted project respondents said they received from 3, "a moderate amount", to 4 "a great deal" of financial support in the planning stages. None of the non-adopted projects rated their financial support at 4, and only 20% said they received moderate amounts (3). The amount of support in time and resources was equally low for the non-adopted projects and even higher for the other two.

The only main area where the non-adopted projects seem to receive a heavy bulk of their support was that of moral support or encouragement. In fact this was the highest of three groups (100%) checked 3, "a moderate amount", and 4, "a great deal".

Summary and Analysis - Installation

It appears that there are few hard and fast rules about the origin and development stages of an innovative program. Whether or not the idea for the innovation came from inside or outside the school system does not seem to be important. Whether the planning was done primarily by a large group or a few seem to matter little either. It doesn't seem essential that the director be one of the principal architects, that a survey of school needs be done, or that there be a specific need for the particular project in the first place. One superintendent of an adopted project claimed that he didn't think his town "ever saw that the Title III project would answer its needs."

What can be said

The data indicate that some aspects of planning are desirable, however, projects that are expected to change something markedly negative in a community/school system (like racism, changing the power structure) have more trouble being adopted than those that are less threatening. As one staff member of a non adopted project pointed out the difficulties in such a situation:

> There were so many subtle things working against it that were never anticipated...I don't think...(Communities) enlightened as they are --were anywhere near ready for a project like this. There's built in failure for a project like this unless done on an extremely minor basis.

Piloting program activities either formally or informally is also desirable. One director in the adopted group described the advantages of this kind of activity.

> Our project began really years
> before...It got a good solid
> foundation a little at a time...

And lastly, non adopted projects got plenty of "moral support" i.e. encouragement..."We think it was a great idea..." but little money in the planning stages. And as the data shows later in the report, this trend continued for the duration of the project.

Implications

There are some aspects of early planning that this study didn't deal specifically with but which may be important to consider. For example, it may be less essential to look at the numbers of people who originate a program than to examine the credibility of the person or persons who did. One superintendent of a non adopted project hinted at this kind of difficulty in this case, supporting an innovation when the principal architect was no longer on the scene.

> Oh the origin predates me. It was
> strictly a project of the superin-
> tendent at that time...with perhaps
> a few other individuals.

In another non adopted project, the early planning involved appropriate numbers of individuals but they really didn't represent the school system and community. According to this superintendent, "the project was just avant garde enough that it attracted a self-selected group of parents and teachers who were unusual." A director of an adopted project with an admitted bias towards in system hiring, underlined the importance of credibility in leadership in his/her instance.

> It's much more important to have a person the teachers trusted than to hire an unknown person regardless of his qualifications to carry out a project the administration had concocted.

There are adopted projects which began in the mind of a dynamic superintendent and there are those which are "grass rootsie" and came from the "people" so to speak. It is probably more important that a controversial project win wide support (do a needs assessment, involve larger numbers of people etc.) than a less threatening one. A supervisor of a contentious project (non adopted) stressed how important it would have been for his/her project to have solicited a wider base of support.

> If I had it to do over again, I'd recommend a different model in the first year--one that would be decided by a significant number of teachers and administrators in the system. I would have involved more of the official people...and gotten more formal school system involvement. The project had fantastic involvement of the community.

And finally, winning key support might be obtaining school committee endorsement and a needs survey might be an assessment of the political dynamic of a community as this supervisor pointed out.

> If I had it to do over again, I
> would make early contact with
> the school committee... I would
> analyze the political forces
> in the community for sure...
> and implement some strategies
> to forestall pending crises.
> (Non Adopted Project)

Part C. TRIAL PERIOD--The Operation of the Project

"Oh Gosh, I run a three ring circus!"
Title III Project Director

An innovative program may be many things to many people but if it doesn't do what it sets out to do, it can hardly be judged as successfully achieving its originally funded objectives. This section--The Operation of the Project-refers to the day-in and day-out organization of program activities by which goals are either met or not. For purposes of this study it includes aspects such as how well objectives are met, how explicable and clear the objectives are to others, and how frequently they are changed, how easily others can see what the project is trying to do and how much the project relies on functions like evaluation to move toward its goals. Five hypothesis relate to this phase.

How well has the project met its objectives?

Hypothesis #10-A project which has by most evaluation standards (on site evaluation reports, internal project evaluations) achieved its objectives is more apt to be adopted than one which did not.

Three data sources were used to see how well each project met its objectives-two interview questions and an analysis of the internal and external project evaluation reports.

Findings

Data strongly supports this hypothesis. All 60 respondents were asked to estimate on a five-point scale--from 1-"not at all" to 5- "extremely well"--the extent to

TABLE 10

DID YOUR PROJECT MEET ITS OBJECTIVES?

Degree Met	I-Non-Adopted	IISemi-Adopted	III-Adopted
1-Not At All	6.7%	6.7%=	0.0%
2-To a Limited Extent	13.3%	0.0%	0.0%
3-Not Too Well	20.0%	20.0%	3.3%
4-Rather Well	40.0%	66.7%	40.0%
5-Extremely Well	20.0%	6.7%	56.7%

$X^2_8 = 15.5$ $(p. < .05)$

which project objectives were met. According to Table 10 adopted projects met their objectives to a much greater extent than either semi or non-adopted projects. Chi Square tests show there is a relationship between the extent to which objectives are met and the three categories of grouping - non-adopted, semi, and adopted.

Table 11, which dichotomizes the data of Table 10, further elaborates that adopted projects were perceived to achieve their objectives to a greater degree than either non-adopted and semi-adopted projects; 40% of non-adopted project members rated the attainment of their projects' objectives in the 1-3 range, while only 3.3% of the respondents of adopted projects chose this range. Conversely, 60% of the respondents of non-adopted projects whose the 4-5 range, while 96.7% of the respondents from the adopted projects chose this range.

TABLE II (Revised Table on Objectives)

DID YOUR PROJECT MEET ITS OBJECTIVES?

Degree Met	I-Non-Adopted	II-Semi-Adopted	III-Adopted
1 to 3	40.0%	26.7%	3.3%
4 to 5	60.0%	73.4%	96.7%

Does the Evaluation Data Show Change?--Respondents View

Respondents were asked to discuss to what extent the internal and external evaluations demonstrated the changes they anticipated?*

Responses were coded in three categories--(1) Results less than anticipated, (2) Results the same as anticipated, and (3) Results greater than anticipated.

Findings

Twice as many respondents from adopted projects as from non-adopted projects said the evaluation data showed changes "greater than they had anticipated." On the other hand twice as many non-adopted project respondents said evaluation data showed changes as "less than anticipated."--Category 1. one-third of the non-adopted group weren't familiar with the evaluation data at all.

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*The internal project evaluation refers to that assessment which the project carries out either with a staff member or with an outside consultant. The external process evaluation refers to an annual on-site evaluation organized and conducted under the auspices of the ESEA Title III office.

Does The Evaluation Data Show Changes?-A Look at The Data

Reports on internal and external on-site evaluations were read, analyzed, and rated by a team of research assistants to answer the question: "How close did the project come in attaining its goals?" On a scale of 1--Not at all to 4--excellently, the mean scores are as follows:

TABLE 12

HOW CLOSE DID THE PROJECT COME IN ATTAINING ITS GOALS

GROUPS	MEAN SCORES
I	2.16
II	2.53
III	3.60

1-Not at all, 2-Fair, 3-Good, 4-Excellent

Findings

Data found in Table 12 above again support the hypothesis. The adopted projects were seen as achieving their goals according to the evaluation reports on a level between "good" and "excellent." The non-adopted were rated as closer to "fair."

Where Does Evaluation Fit In?

> *Hypothesis # 11--A project which relies on evaluation to assist with its progress is more apt to be adopted than one which does not.*

While the previous hypothesis dealt with the actual evaluation data, this looks at the willingness of a project staff to depend on evaluation as a tool for its progress. In other words, those projects which see the money they must spend for evaluation (note: 5% of the budgets are put aside for evaluation) as a state policy helpful incentive are more apt to succeed than those which see it only as a bureaucratic requirement. Respondents were asked to assess in two separate places how helpful they found evaluation to be in the progress of their project.

TABLE 13

HOW IMPORTANT WAS THE EVALUATION TO THE PROGRESS OF YOUR PROJECT?

	I-Non-Adopted	II-Semi-Adopted	III-Adopted
Opposition	0.0%	0.0%	0.0%
No Importance	45.5%	10.0%	0.0%
Some Importance	18.2%	30.0%	57.1%
Quite a Bit of Importance	9.1%	40.0%	23.8%
Of Great Importance	27.3%	20.0%	19.0%

$X_8^2 = 15.5$ $(p < .05)$

Findings

Data significantly support the hypothesis.As seen in Table 13 above, everyone but the participants were asked to state how important they found evaluation to be to the progress of their project on a 4 point scale. While non-adopted projects found it to be of "some importance", the semi and adopted projects found its importance to be closer to "quite a bit". Nearly half of the non-adopted projects found evaluation to be of "no importance at all." Chi Square tests reveal a statistical significance at the .05 level and a correlation of .75.

Information from two other questions supports this data as well. Project directors and state supervisors were asked to again estimate on a four point scale how "helpful" they found a number of processes to be, among them including the required 5% of their budgets for evaluation, the on-site evaluations sponsored by the state and the project's internal evaluation.

Internal Evaluation Most Helpful

By and large the internal evaluation was found to be the most helpful by the adopted projects. Seventy five (75%) of the group said their internal evaluations were "rather" or "extremely helpful," as compared to only 33% of the non-adopted projects who found this to be the case. Reactions were generally positive about the 5% requirements of the state to support such internal project evaluations.

On Site Evaluations Helpful

Adopted projects were only somewhat more positive about the state-sponsored on-site evaluations than were the non-adopted; 33% said they found the two on-site evaluations they went through to be "extremely helpful", whereas none of the non-adopted projects found this to be the case. In fact, 17% of the non-adopted projects found the on-site evaluations to be of no help at all.

The three remaining hypothesis have to do with some possible reasons why a project might have difficulty meeting its objectives.

Changing-Objectives

> *Hypothesis #12--That a project which has adhered relatively closely to its original objectives is more apt to be adopted than one which has frequently changed (shifted) goals, sometimes in major ways.*

The assumption underlying this hypothesis is that while some adjustment of objectives is inevitable and probably necessary for every project, constant change reflects a confusion and instability that stands in the way of growth. Three questions provided data for looking at this hypothesis,

Findings

Data supports the hypothesis to significant extent. Project directors, staff, and state supervisors were asked "Has the project changed over the years and if so, why? Responses to the first were coded in three categories--(1) Changes which substantially altered the original objectives, (2) Changes which involved expansion to other schools or systems, and (3) Changes which involved developing more/different strategies for carrying out the original objectives. Chi Square tests reveal significance at the .05 level with a correlation of .61.

The non-adopted projects changed the basic thrust of their original objectives 4 times more than they merely "developed different strategies" to achieve their goals. The majority of adopted projects (67%) changed only to "develop more strategies to make the project more effective. This happened 6 times more frequently with the adopted projects than for the non-adopted group.

What Changed Last?

A similar question asked in a different context in the interview yielded similar results.--"What changed as a result of your last hard look at the project?" 100% of those who responded in the non-adopted group said that the changes were in the "direction of the project".i.e. altering the original objectives. In most of the responses in the semi and adopted groups fell in the area of changing activities or procedures" i.e. "developing strategies."

TABLE 14

WHY DID THE PROJECT CHANGE?

	I-Non-Adopted	II-Semi-Adopted	III-Adopted
To Correct a Negative Factor	72.0%	50.0%	25.0%
To Reinforce a Positive Factor	14.0%	25.0%	44.0%
To Respond to Independent Factors	14.0%	25.0%	31.0%

$X_4^2 = 9.487$ ($p < .05$)

Why Change?

Table 14 shows the responses to the question: Why did the project change?" Seven (7) of 10times (70%) the non-adopted projects changed in response to some negative reations or assessments in their operation eg. (poor evaluation, unfavorable reactions of school system, participants or the like), In contrast only 25% of the adopted projects changed. Changing to "reinforce positive factors" was done about three times more frequently by adopted than by non-adopted projects.

Visibility and Tangibility

The last two hypotheses have to do with the visibility and tangibility of a project--how easily its activities can be seen and understood.

Visibility

> *Hypothesis #13--A project whose activities result mainly in some visible or observable change in the participants is more apt to be adopted than one whose activities center on more subtle (more internal, attitudinal) changes.*

An observable change is one which can be seen by others--i.e. a new skill being acquired, training for a behavior that can be seen (developing a curriculum, video tape film, etc.). A less visible change is usually internal, attitudinal only--i.e. feeling better, more positive, more open, etc. which the participants can express but for which the new behavior exhibited is more subtle and subjective.

Information was obtained by an analysis of responses to the question: "What were the greatest changes that came about as a result of this project?" Answers were coded into three areas: (1) Project brought about participant changes mainly in acquiring skills, (2) Project brought about participant changes mainly in attitude, and (3) Project brought about equal changes in skill acquisition and attitude.

TABLE 15

WHAT WERE THE GREATEST CHANGES THAT CAME FROM YOUR PROJECT?

	I-Non-Adopted	II-Semi-Adopted	III-Adopted
Changes Stress Acquiring Skills Mainly	26.7%	20.0%	23.3%
Changes Stress Attitude Changes Mainly	66.7%	46.7%	36.7%
Changes Stress Equal Amounts of Skill and Attitude	6.7%	13.3%	40.0%

Findings

Data presented in Table 15 tend to support the hypothesis. Nearly 70% of the non-adopted projects dealt primarily with less visible, attitudinal changes as compared, in the adopted group, with about half this number. Forty percent (40%) of the adopted projects focused on changing both skills and attitudes--a combination of visible and less visible results, while only 6.7% of the non-adopted group focused on this combination.

Tangibility

Hypothesis #14--A project which is fairly easy to explain (and is fairly well understood) is more apt to be adopted than one which is not.

For this hypothesis two sources of data were used--interview questions and a checklist given to all respondents of 30 ERIC descriptions covering nearly every facet of a project.

TABLE 16

HOW DIFFICULT DO YOU GENERALLY FIND IT TO EXPLAIN YOUR OBJECTIVES TO PEOPLE LIKE THE FOLLOWING

	School Committee People			Participants			Non-Participants		
	I	II	III	I	II	III	I	II	III
Extremely Difficult	13.3%	25.0%	0.0%	0.0%	8.3%	0.0%	18.2%	16.7%	0.0%
With Some Difficulty	26.7%	12.5%	31.3%	54.5%	41.7%	8.7%	72.7%	41.7%	57.9%
Pretty Easy	11.1%	62.5%	37.5%	27.3%	33.3%	56.5%	9.1%	33.3%	36.8%
Very Easy	22.2%	0.0%	31.3%	18.2%	16.7%	34.8%	0.0%	8.3%	5.3%

I-Non-adopted; II-Semi-adopted; III-Adopted

Findings

Data presented in Table 16 only tend to support the hypothesis. Project director, staff and state supervisor responses to the question: "How difficult do you generally find it to explain objectives to people such as the following?" indicated that non-adopted projects had more trouble explaining their objectives to nearly every group. The most difficult groups for the non-adopted projects were: school committee people, the state, and both participants and non-participating individuals. The data show that more than twice as many adopted projects as non-adopted projects found it pretty easy to very easy to explain their objectives to school committee people.

Participants

Again, twice as many adopted as non-adopted projects found it either pretty easy or very easy to explain their objectives to participants (teachers or students, or admininstators involved in the program) and nearly five times as many adopted projects as non-adopted found it easier to explain the objectives to non-participating individuals (which can include anyone--any professional in the school community). Surprisingly, the non-adopted group found it easier in this question to explain their project to central administration individuals.

How easy is it to understand the project?

Everyone connected with the project filled out a checklist which included 30 descriptive items (like the category headings found in ERIC) to check the differing perceptions of the project's purposes. The question was: "How well do the following items describe the project you deal with?" and individuals could check from 1--"Not at all" to 4--"Extremely well" or "Don't know". Differences of three points were totalled and an average of these large discrepencies taken for each group.

Findings

Mean discrepencies were nearly two times higher for non and semi-adopted projects as for the adopted, although in one non-adopted project there was almost perfect agreement of perception in all individuals involved (no disagreements).

Summary and Analysis - the Operation of the Project

Reflecting on what had gone wrong in his/her discontinued project, one director commented:

> If I had it to do over again, I would double the time line... take two years. I would spend at least 6 months in low level planning including making early contact with school boards, community leaders, and developing a rapport with the total school staff of the system.

And another director of a semi adopted project pointed out the difficulty s/he and the staff had in allocating their time effectively:

> We tend to take on too much. As a result of that we get overcommitted to workshops and doing things for people. We get kind of strung out and aren't as effective as we might be.

How one goes about choosing and organizing the multitude of activities and people who become involved in a project is undoubtedly a key factor in its success. From this section--"The Operation of the Project," it is clear that some organiztional features lend themselves more to adoption than others.

Meeting Objectives

First of all, programs that actually meet the predetermined objectives tend to be adopted more often than those that do not. Programs that are teetering on the brink of extinction "We never knew if we were going to survive from one week to the next," or programs that inspire no confidence in execution like the following described do not succeed.

> A lot of students didn't think the program was good...It got to be kind of a joke...most of the kids thought we were deserters to go off to some other school...although they didn't hold grudges...
> (Participant, Non Adopted)

Evaluation

Secondly, adopted projects tend to rely more on the process of evaluation, both internal and state-sponsored on site evaluations, than do non adopted. One evaluation procedure in an adopted project was called..." persuasive..showing students gains..." In another instance the supervisor thought that the "on-site team reinforced the program's effectiveness and importance." Contrasted with a non adopted director's observation:

> Our evaluation was complex, cumbersome and expensive for what we got out of it. Furthermore, the evaluator refused to interpret the data in terms of our objective. We had to do that.. That's his style...all he was doing was collecting data for decision makers..

Changing Objectives

Thirdly, adopted projects tend to change their overall objectives much less frequently than do non-adopted projects. They might change a strategy or an approach or drop an activity for example, but the frequent shifting of program emphasis that exists in discontinued projects does not occur. According to one superintendent, this shifting, "created a major obstacle because "teachers never were really sure what was expected of them another superintendent had a hard time describing his Title III effort because "as originally drafted, it was so different from what developed." Of course, the programs in this group found more resistance to their efforts than the others for a variety of reasons frequently beyond their control. One example of this that should be noted is that in every single community having a non adopted project, there was a change of superintendency during the life of that program.

Visibility

Fourthly, the changes that adopted projects effect tend to be more observable or visible than were those of the non adopted projects. Descriptions are more specific--"teachers become involved in the learning process...selecting materials, methods, evaluation..."a K-12 curriculum package...", individualized instruction"-and deal more with skills as well as attitudes in the adopted projects. In the semi and non adopted programs, changes are hazier--"the purpose of the project was to aid the teachers in any way they could..." (participant); "improve communication and sharing between teachers and administrators," and "greater awareness of (something) abound." Non adopted projects concentrate more on change of attitudes than skill training alone or both.

Tangibility

Finally, adopted projects tend to be easier to explain to others, and to be understood as well. It might be because they change their objectives less frequently or because they are more specific in their goals. It might be because they actually achieved their objectives to a greater extent in the first place. It might even be that the groups in the school and community were not receptive to hearing about the particular innovation. Non adopted project respondents had more difficulty than any of the groups explaining their objectives to school committee people, participants and non participants alike. One participant in a discontinued project outlines his/her confusion with the program.

> I felt confused at first as to its (project's) goals and aims. I wasn't well prepared as to what I was setting out to do. I thought I should participate not because I had any desire...but because I was in education....

Perhaps too the difficulty lay with some of the other variables dealt with in this study...school system or state support, or the leadership style of the director...which follow.

Part D: Trial Period -- School System Support

> "You really have to have the faculty...wanting it and the principals seeing it as a high priority item...You have to have some guarantee of some minimal level of funding...Our project was always outside--an extra that would survive as long as it didn't cost anything..."
>
> Project Director (Non-Adopted)

There's no question that effective program development is key to a successful innovative project. But it cannot stand alone--just as the project cannot survive an isolated existence in a school system. Real support--active and tangible--from school officials and personnel alike, it is assumed by this variable, is vital to the life blood of any project.

Three hypotheses are related to this aspect of innovation adoption--the first related to the tangibility discussed last in the previous section and the other two concerning the kind of commitment a system makes to a new program--how much it bends to absorb the innovation.

> *Hypothesis #15--A project which involves the school system administrators as well as teachers in its efforts (dissemination) so that they are strongly identified with the Title III efforts, is more apt to be adopted than one which remains more isolated.*

It was noted in the last section that non-adopted projects had particular difficulty explaining their projects to school committee people as well as participating and non-participating teachers. The reasons for this are not very clear. It could be the intransigence of the school community; or a confusion in the project itself, or both. It could be that the project staff did not begin early enough to involve school personnel either formally through dissemination of its activities or informally through personal contact--which is the premise of the hypothesis.

Findings

Date presented in Table 17 support this hypothesis. To the question, "How important was dissemination to the progress of the project?" more than twice as many respondents of adopted (74.2%) as of non-adopted projects (33.4%) said that it was from "quite a bit" to of "great" importance. A t-test comparing the means of these two groups revealed statistical significance at the .05 level.

TABLE 17

HOW IMPORTANT WAS DISSEMINATION TO THE PROGRESS OF YOUR PROJECT?

	I-Non-Adopted	II-Semi-Adopted	III-Adopted
Opposition	8.3%	0.0%	0.0%
No Importance	8.3%	10.0%	4.3%
Some Importance	50.0%	30.0%	21.7%
Quite a Bit of Importance	16.7%	30.0%	47.0%
Great Importance	16.7%	30.0%	26.1%

How Much Contact?

What was the nature of the contact between the project staff and the school system? Directors and superintendents were asked to comment on the nature and frequency of their contact. It was striking that while non-adopted projects seem to contact the superintendent formally, half (50%) of the non-adopted project respondents said that there was absolutely "no informal contact" with the superintendent of schools. This would include things like casual visits or telephone calls, rather than memos or formal meetings. Only 8% of the adopted projects (or 1/6) said that there was no informal contact between them and the superintendents. Contact did range from twice a year to weekly for the adopted projects and was by and large both less frequent and less varied for the non-adopted project respondents.

The trend towards lack of contact extends to the other administrators in the system as well. Twice as many non-adopted (66.7%) as adopted projects had no formal contact with other key administrators in the system. Furthermore 33.3% of the non-adopted respondents had no informal contact either. In contrast, all (100%) of the adopted projects saw key administrators at least monthly or weekly.

How open with problems?

Another way of involving individuals in a program is to share difficulties with them. Both superintendents and project directors were asked to comment on how open they were about project problems with the superintendent and other administrators in the system.

TABLE 18

HOW OPEN ARE YOU ABOUT PROJECT PROBLEMS WITH THE SUPERINTENDENT AND OTHER ADMINISTRATORS IN THE SYSTEM?

	I-Non-Adopted	II-Semi-Adopted	III-Adopted
Negative Reactions to System	50.0%	16.7%	0.0%
No Major Problems	33.3%	33.3%	41.7%
Neutral Reactions	16.7%	16.7%	16.7%
Positive Reaction	0.0%	16.7%	33.3%
No Response	0.0%	16.7%	8.3%

As Table 18 shows, half (50%) of the non-adopted project respondents had a negative reaction about the school system's receptivity to hearing about problems connected with the project, whereas none of the adopted projects thought this would be the case. The majority of adopted projects either felt there were no major problems or were neutral about their relationship with the school system. "I'm sure I could talk to them if I had the need," was a common response. One third (33%) were strongly positive about the receptivity of the school system to hearing about problems. None of the non-adopted projects felt this way.

Administrative support

Adopted projects found considerably more support from central administrators than did non-adopted. As seen in Table Nineteen (19), when asked to comment on how important central administrators were to the "progress of their project," almost all adopted project respondents (95.6%) said they were from "quite a bit" to of "great importance"--a figure almost

2/3 higher than the non-adopted projects.

TABLE 19

HOW IMPORTANT WERE CENTRAL ADMINISTRATORS AND THE SCHOOL COMMITTEE PEOPLE TO THE PROGRESS OF YOUR PROJECT

	I-Non-Adopted		II-Semi-Adopted		III-Adopted	
	Cntl Admin.	School Comm.*	Cntl Admin.	School Comm.	Cntl Admin.	School Comm.
Opposition	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%
No Importance	16.7%	33.3%	18.2%	9.1%	0.0%	0.0%
Some Importance	25.0%	33.3%	9.1%	27.3%	4.3%	16.7%
Quite a Bit of Importance	16,7%	16.7%	17.3%	36.4%	30.4%	20.8%
Great Importance	41.7%	16.7%	45.5%	27.3%	65.2%	62.5%

$X^2_8 = 15.5$ ($p < .05$)

School Committee Support

Again, nearly twice as many adopted projects (63.3%) as non-adopted (33.4%) found the school committee to be of "quite a bit" to "great" importance in meeting their objectives. Table 19 shows that the average response for the non-adopted respondents was closer to 2--"some" on a four point scale, whereas the adopted projects found the school committee support between 3 and 4--"quite a bit" and "great." Chi Square tests reveal a statistical significance at the .05 level.

Admittedly, it is difficult to treat the hypotheses in this section with separateness since they are so related to the previous one.

Hypothesis #16--A school system which provides support (financial, time and resources, and moral) throughout the operation of the project is more apt to adopt than one which does not.

Hypothesis #17--A project whose activities by Year 3 are already partly "routine" in the school system, has a better chance of being adopted than one whose activities are seen as tangential...peripheral...extra...

It was demonstrated earlier that adopted projects received more financial support from the school systems in the planning stages than did non-adopted. Hypothesis #16 holds that if this kind of support isn't continued throughout the operational period as well, the project stands little chance of being adopted. The process of gaining financial support--being worked into the school budget--as well as accruing an increased time and resource commitment from school personnel, as the project grows, is precisely what is required if a project is to become "routine" in a school system. Hence, the two hypotheses will be treated together.

Findings

Data significantly support these hypotheses. Table 20 presents the averages of dollar input into the 12 projects over the three-year period.

TABLE 20

FINANCIAL PICTURE OF ESEA TITLE III PROJECTS USED IN SAMPLE (1971-74)

	I-Non-Adopted			II-Semi-Adopted			III-Adopted		
	Yr 1	Yr 2	Yr 3	Yr 1	Yr 2	Yr 3	Yr 1	Yr 2	Yr 3
Av.% Fed Money/Total	71.5%	54.7%	29.0%	81.5%	68.0%	49.6%	83.0%	55.6%	34.5%
Av.% Local Money/Total	0.0%	0.0%	0.0%	4.3%	22.8%	37.1%	3.6%	10.5%	14.3%
Av.% Loc In-Kind/Total	5.3%	12.5%	0.0%	9.8%	5.0%	10.8%	13.9%	34.5%	50.7%
Av.% Other Money/Total	23.2%	32.5%	71.0%	4.2%	4.2%	2.3%	0.0%	.1%	.2%

$X_3^2 = 7.8$ $(p < .05)$

It is striking that the non-adopted projects received absolutely no local cash over this time. Their main source of funds besides the federal came from what is called "other"--either other federal or state monies in the system, foundation funds, and the like--basically soft money which is less stable than local funds.

While the bulk of non-federal (Title III) support for the semi-adopted projects did come from local cash inputs, the total in-kind and cash contributions over the three years is about a third greater for the adopted projects. By Year III for example, the combined percentage of local cash and in-kind support for the semi-adopted projects is 47.8% and for the adopted project it is 65%--a 35% increase. And finally, the local to federal ratio for adopted projects--Year 1, 17/83%; Year 2, 44/56%; and Year 3, 65/35% (rounded figures)--is very close to the guidelines for decreasing ESEA Title III support.* Chi Square tests on the data reveal significance at the .05 level.

How has your system been supportive?

The above data is supported by that from interviews as well. Everyone was asked: "How has your school system been supportive of the project?" and "How could it have been more supportive?" While there was agreement on one aspect of support--all respondents felt that the system had "encouraged participation in the project" in various ways, there was wide disagreement in another. "Direct and indirect funding (cash and in-kind) were listed by adopted projects as the first and second most supportive efforts. The second most frequently mentioned kind of support from semi-adopted project respondents was "accommodations in the system--i.e. allowing workshops, giving inservice credit, devoting inservice days to project activities, etc."*

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*The guidelines specify 30% local takeover in Year 2 and 60% in Year 3.

Open to ideas?

Non-adopted projects listed neither of the above as their second most common means of support. Theirs was rather that the system had indirectly supported the project efforts by "being open to ideas...by being receptive to the director as a person etc."--in other words by being ammenable to the innovation.

The cluster of responses to the question: "How might the school system have been more supportive?" indicates that adopted projects were by and large more satisfied than the other two groups. None indicated that the system could have changed--implying that it probably did--and nearly 30% said that the system could "not have been more supportive." Both

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*Note: Accomodating to the project is to be differentiated from actually changing some structure of the school system to incorporate the project activities, the latter being by far the greater commitment.

the semi and the non-adopted projects indicated that they could have used more support in a wider variety of areas--by more direct funding, by the school system bending a little more to accommodate project activities, by directly supporting participation in the project, etc.

Summary and Analysis...School - School System Support

In discussing the kinds of support his school system had provided the project, one superintendent said.

> Well, schedules have been adjusted, youngsters have been allowed to leave classes they were never allowed to leave before. We shortened the day to accommodate the project activities...and freed teachers up. We talked it up...and of course, we paid for the curriculum development... summer workshops...

If any comment could summarize the kind of support the data shows Adopted projects getting from their local school systems, it would be the above. Changing schedules...traditions indeed, readjusting requirements for teachers and students, verbal support and encouragement, and, of course, money.

Contrast this with a non-adopted project.

> There's no honest commitment and concern by decision makers (cental administration). They found the program acceptable as long as it didn't cost them money. They have a superficial participation but not a real gut level involvement...more of a kind of disinterested and reluctant approval...an act of ommission rather than commission.
> --Project Director

It is not that a school systems dramatically rejected the innovative programs. More frequently, some didn't get that involved. They might have provided moral support when called for, even approval and hopes that many would participate "because it was a good idea," but "real gut level involvement... money? That was a different story.

How much does the system bend?

School systems didn't bend much for the non adopted projects. These programs didn't get much money--if any--and the school committees were not very supportive or helpful to their progress. Non adopted project staffs had a generally more negative feeling about their school systems. They didn't feel they could be as open with them, or they would be as receptive. "Are you kidding?" one director said about openness. "They wouldn't want to hear about that."

Adopted projects, in general, seemed to conform more closely with the state guidelines for increased local support--100% federal support the first year, but only 70% and 40% in years two and three as the local systems gradually absorbed the costs. Their school systems seemed to be much more supportive, they seemed to bend, to accommodate, indeed to change for the projects. And that in general is the difference.

Why, one asks, is this true? Was the non adopted project so bad, so disorganized, so ill equipped to communicate its ideas constructively, so "elite" in its goals and unresponsive to system needs that it was dropped? Was the school system administrator so terrible, so closed and indeed backward, that she/he wouldn't recognize a good project if it hit her/him in the face?

We know that non adopted projects had trouble with dissemination. They neither used it to their best advantage nor were they often fortunate enough to avoid "bad press."

We know that directors of the non adopted projects did not maintain the kind of informal contact with central administrators as did the adopted. We know that they didn't push as much with School Committees. They rode on soft money and didn't or couldn't get the commitment that is necessary.

We also know that in all of the non adopted projects, the superintendents changed in the years of operation. We know that the new superintendents weren't as identified or committed to the Title III projects...We know that in some ways, the projects seemed more threatening, more shattering to the system's values.

The reasons? No one can say for sure. The only thing that is certain is that without school system support, a project cannot survive...for long.

Part E: Trial Period -- State Support

> "How much difference did the presence of a Title III supervisor make? Well, I had the feeling of security that someone was interested in the program on the state level, someone in a position of authority to whom I could go for advice or action should the need arise. I would say his/her presence was a protection of my project in its earliest stages."
>
> ---Title III Director

With the transfer of the control over ESEA Title III from the federal to the state levels in 1969 came some administrative monies to carry out this new function. By 1971 the Massachusetts state staff numbered nine--a director, five full and two part time field workers, and a dissemination specialist. A state management study resulted in a systematic approach to selecting and administering projects from the state Title III office and an Advisory Council was formed to assist in the implementation.

In 1971 each state staff member assumed responsibility for monitoring about 6 of the 38 newly funded projects. Regular visits from the state supervisor and project director progress reports, annual on site evaluations,* and review of continuation grants** were some of the processes instituted to both help the projects carry out their objectives and keep the state informed of their progress.

The hope was that regular contact by someone on the state level who built up an interest and understanding of the project would not only obviate some of the usual bureaucratic obstacles but help it achieve its objectives. More importantly, perhaps, the hope was that a systematic monitoring process would assist the project in its ultimate objective--adoption by the local school district.

To what extent did this happen? One overall hypothesis was tested in this area of state support.

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*In an on-site evaluation, a team of five experts--state staff, Title III Advisory Council members and outside specialists in the project area visited the project for two days to assess its progress. Findings and recommendations were incorporated in a report. The projects under question went through two such on-site evaluations.

**Findings and recommendations were incorporated in what was called a "continuation grant"--a kind of renewal proposal written at the end of each year of operation for the following year's funds which included evaluations of previous year's progress and revised objectives for the upcoming year. These were reviewed rather carefully by the state staff.

TABLE 21

HOW MUCH DIFFERENCE DID THE PRESENCE OF A SUPERVISOR MAKE TO THE PROGRESS OF YOUR PROJECT?

	I-Non-Adopted	II-Semi-Adopted	III-Adopted
Supervisor Got in the Way Negative Influence	33.3%	33.3%	0.0%
Supervisor Had Little Contact With the Project	22.2%	0.0%	16.7%
Supervisor Only Influenced Expenditure of Money Had No Influence on Program or Policies	0.0%	44.4%	61.1%
Supervisor Helped Push the Project to Evaluate Itself	11.1%	22.2%	11.1%
Supervisor Provided an Outside Perspective; Supported the Idea of the Project	33.3%	0.0%	44.4%
Supervisor Played a Linking Role with Other Towns and Communities	0.0%	11.1%	5.6%
Supervisor Helped Clarify Project Goals and Objct; Made Sound Suggestions About Personnel	22.2%	0.0%	27.8%
Supervisor Supported the Project Director During Difficulties	22.2%	0.0%	22.2%
Supervisor Pushed the School System for Support	11.1%	0.0%	5.6%

Hypothesis #18--A project whose staff and superintendent perceive the relationship with the state Title III office of the Department of Education as positive or neutral has a better chance of being adopted than one who sees it in a negative way.

Findings

Data are mixed on this hypothesis--neither strongly supporting nor strongly rejecting it. It does demonstrate that the state Title III staff had widely varying relationships with the projects ranging from very positive to quite negative and that these were sometimes but not always related to its adoption.

Six questions provide some data for this hypothesis.

How Much Difference Did Supervisor Make?

Responses to this question only indirectly support the hypothesis. All except participants and state staff were asked to comment on how much difference they thought "the Title III supervisor made in the progress of their project." As Table 21 shows, 33% of the non and semi-adopted group respondents said that the supervisor "negatively influenced" the operation of their project. In contrast, none of the adopted group felt this way. The negative influence was described by one project director as follows:

> "I would like to feel that I could bring up questions to the supervisor without creating more work and red tape...The supervisor should not be one who would continuously look for things to criticize."

And a superintendent outlined how he saw the supervisor adversely affected the project.

> Supervisor talked a lot and didn't listen very well. S/he was really trying to create his/her project and not to support what was there. S/he injected much too much of h--(self) in the project.
>
> S/he used to get people furious at meetings. We all tried to make sure s/he didn't get into really critical meetings. People tried to avoid him/her.

But equally frequently mentioned by the non-adopted respondents was a positive factor--that the supervisor provided an "outside perspective (33%)", a function mentioned by the adopted projects as well. Yet, besides this, the adopted and semi-adopted projects did not see the supervisor role much beyond that of bureaucratic facilitator.

Sixty-one percent (61%) of the adopted and 44% of the semi-adopted projects saw the supervisor's main influence doing exactly this in expediting the state bureaucracy. As described by a project director, such a role would be that

> the supervisor didn't assist directly with the implementation of project activities...but gave much help with proposals, reports, on-site visits, and bureaucratic requirements.

Another said simply: "He/she ran interference at the state department."

Relationship Between Project Director and Supervisor

Data in this area support the hypothesis to a minimal extent. Project directors and supervisors were asked two multiple choice questions specifically about their interaction, covering a range of descriptions from the negative to the more complex and positive. In the first, each had to select phrases which summarized "the nature of the project director's requests to the supervisor for help" ranging from simple bureaucratic procedures like money requests and proposal help to more complex problems with personnel, school system, or general project difficulties.

The second question requested "two descriptions" which "summarized the nature of the relationship between the project director and the supervisor." Some of the list was as follows categorized and summarized here for convenience:

Negative	Neutral--Positive
Supervisor got in way of the progress of the project.	Supervisor a help cutting through bureaucracy, with proposal requirements, with money, etc.
	Supervisor helpful as a demonstration of state support.
	Supervisor helpful as a sounding board for problems.
	Supervisor helpful as a mediator with staff or system personnel problems.
	Supervisor an excellent resource for project activities.
	Supervisor very involved--gave workshops etc.
	Supervisor helpful as an evaluator --got feedback project staff couldn't get.

What was Listed?

Support for the hypothesis lay in the fact that 33% of the non-adopted and 17% of the semi-adopted respondents said that their supervisor "got in the way" of their progress. Otherwise all three groups indicated a range of requests and relationships that seem to point to no clear pattern. Semi and adopted projects seem to make slightly more simple bureaucratic requests--money, (four of six times) help with proposals etc.--than did non-adopted. Yet all three groups found the supervisor helpful as a "demonstration of state support" as well as one who could be a sounding board and give feedback on project problems.

What was Not Listed?

Some areas were either not mentioned at all or selected minimally enough to be striking. Only semi and adopted projects found the supervisor "helpful as a mediator with system or staff problems" or as a "resource on project activities." And the supervisor provided slightly more information about evaluators/evaluation process for the adopted projects than for the two other groups.

None of the project directors found the supervisor helpful in the area of dissemination and only the non-adopted projects said that the supervisor was involved in giving workshops.

How Difficult to Explain Objectives to the State?

Data from this question do not support the hypothesis. Everyone except the participants was asked "how difficult it was generally to explain the objectives of the project to a series of individuals and groups, including the ESEA Title III office." (The office was interpreted to mean anyone or a number of individuals related to the state Title III staff.)

Results show that of the three groups studied, the semi-adopted group indicated they had the most difficulty. A majority (55%) said they found it from "somewhat" to "extremely difficult" to explain their objectives. While the adopted group found it easiest--88% saying it was from "pretty easy" to "very easy"--the non-adopted group found it relatively easy, too (70%).

How Helpful Were Some State Processes?

Data is mixed in this area as well. Project directors and supervisors were asked to estimate on a four-point scale (from 1 -- "Not at all" to 4 -- "Extremely helpful") how helpful they found a series of state and federally instituted monitoring processes such as director and supervisor reports, supervisor visits, negotiating continuation grants, on-site evaluations and the like.

Data tend to support the hypothesis* in the following:

- --on site evaluations...(M=3; rather helpful)
- --internal project evaluation requirements..,(M=3; rather helpful)
- --Supervisor reports...(M=2.5: between somewhat and rather helpful)

Data tend not to support the hypothesis in the following:

- --project director monthly reports (non-adopted group found them most helpful...(M=2.5: between somewhat and rather helpful)
- --negotiating continuation grants (adopted group rated highest... M=2.9: rather helpful) and semi-adopted group lowest...(M=2.1: somewhat helpful)

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*Where adopted projects found it most helpful and non-adopted's the least.

--Supervisor visits...surprisingly, both adopted and non-adopted found them rather helpful and the semi-adopted found them least productive.

What Could Be Done Differently?

Data from these sources tend to support Hypothesis 18.

Both project director and supervisor were asked: "If you were assigned the same project (supervisor) again, what would you do differently? How could s/he be more helpful to the success of the project?"

TABLE 22

IF YOU WERE ASSIGNED THE SAME PROJECT/SUPERVISOR AGAIN, HOW WOULD YOU USE HIM/HER DIFFERENTLY? (WHAT WOULD YOU DO DIFFERENTLY?)

	I-Non-Adopted	II-Semi-Adopted	III-Adopted
Get a Different Supervisor	16.7%	16.7%	0.0%
Change Personal Style of Superv	33.3%	16.7%	0.0%
Use Superv More Effectively	33.3%	50.0%	41.7%
Do Nothing Different	16.7%	0.0%	58.3%
No Response	0.0%	16.7%	0.0%

Table 22 shows that 50% of the non-adopted project respondents (both director and supervisor) either wanted a completely different supervisor/project or were dissatisfied with the supervisor's personal style of relating to the project. "We needed a different supervisor...one with a more realistic approach," one non-adopted project director said. "S/he caused us great problems." Another director said: "The nature of most of our project problems was not in his/her area of skill or interest. We would like to mutually agree with the state office on who the supervisor would be." There was supervisor dissatisfaction as well. One expressed it this way:

> The director didn't know what it meant to be a Title III project...rules and regulations... declining monies etc. I would make them more accountable at every turn...

Not one of the adopted project group wanted any of these changes. In fact, the majority (58%) said they'd change nothing. Said one director: "Our supervisor was the best possible one... provided me freedom to explore ideas and encourage me to try out those ideas."

Summary and Analysis -- State Support

It appears that there is some correlation between the degree of satisfaction a project director and supervisor feel with their relationship, and the extent to which the project is adopted. Staff in the adopted group felt from mildly to greatly satisfied with the role their state liaison played in their projects. "The supervisor was highly supportive to our director during a very difficult first two years," one staff member described. In contrast, non and semi adopted projects were less pleased, some indicating that their supervisor actually "got in the way".. by getting people upset..." "pushing in directions the project staff didn't want," and trying to make the project his/her own.

Yet some non adopted project respondents found the supervisor immensely helpful. "S/he (the supervisor) lived the success and failures of the project right along with the staff," said one project director of this group. Some in this group found such state processes helpful as the project director monthly progress reports, supervisor visits, and negotiating continuation grants. And they found the supervisor helpful with school system difficulties.

If anything, the semi adopted group were least satisfied with the relationship with the state. They saw the most difficulty explaining their objectives to the Title III office. They found the state visits least helpful. They tended to see the Title III office and staff most frequently as "the necessary bureaucrats"..."to get the proposal funded but otherwise as a royal nuisance." As one supervisor said of a project director in this group; "If (director) wants money s/he calls me; If (director's) having trouble with his/her staff, s/he doesn't."

In fact, all of the project respondents felt the supervisor expedited bureaucratic functions--proposals, money, on site procedures etc. In addition, all found the supervisor important as a demonstration of state support. And all found the supervisor played an important role in listening to problems of the project director and staff and giving feedback.

None of the respondents felt the state supervisor played any role with dissemination practices. Few saw active supervisor participation (like a staff member) in giving project workshops etc. And few looked to the supervisor as a resource for programmatic decisions.

Why?

It would seem that there are many reasons for a very mixed reaction to the state role in an innovative project. First of all, the very nature of the monitoring function of the ESEA Title III staff and office--overseeing expenditure of funds and the attainment of objectives--is bound to evoke some resentment on the part of project directors and school systems alike. One supervisor described the contentious nature of such a relationship: of enforcing regulations against someone's will:

> There was a clash between the project director and the project supervisor. I don't know what happened. His/her feeling was that the supervisor didn't understand the project and was unrealistic in making suggestions--exemplified in the horror show in writing the continuation grant for the first time. S/he didn't feel this was necessary--even though this was a directive from Washington...whenever I challenged him/her or made a suggestion, it was bad...

In fact, given human nature, it would seem strange if there weren't some of his feeling whenever a director and supervisor first begin working together. The major difference between the adopted projects and the other two groups is that this initial resentment was somehow ironed out.

Passive Role

There might be other reasons for a widely varying reaction to the part the state played in the innovative projects. It seems that positive or negative--a good portion of the role an ESEA Title III supervisor played was passive--listening, facilitating, expediting--rather than active--leading, conducting, pointing to new ways. One reason might be because there was little time to do otherwise, given the bureaucratic requirements of each job. State and federal governments impose structures and procedures and then provide staff to help individuals carry them out. The more complex the requirements, the more help is needed. The fewer or simpler the steps? Well, then, perhaps there might be some time for imagination and creativity.

What Was Possible?

It would seem that besides time and resources, however a major determinant of a supervisor relationship with a project would be in the eyes of the beholders--what all parties saw as possible --rather than any real limits on the part of the job description. When asked if a project director frequently called on him/her if a difficult problem arose, one supervisor said: "No why?.. Well because I was irrelvant...He would tell me about it but he wouldn't call on me."

Yet, despite these drawbacks, some project director and supervisor relationships seemed to allow for more active participation. One director summarized such a relationship:

> My supervisor pushed me to be tougher, more decisive, a firmer leader, a better planner. S/he pressed the administration of my school system for greater product knowledge about program and for financial support. S/he made sound suggestions about personnel, both evaluators, and teachers, and administration. Without my supervisor, I believe I would have resigned at the end of year one.

It is entirely possible that the demands placed on a supervisor (and project director) of a non and semi adopted project are simply greater than those experienced in an adopted innovation. The school system could have been more supportive, the project better planned, or better directed, or simply better received.

Above all, in two groups of projects--the non and semi-adopted-the innovation project could have been incorporated more fully by the school systems. And it is natural to blame someone--the state,...anyone--if this doesn't happen. But probably not very realistic since the state does not seem to be such a key variable either to this study or to a director who put it in the following way.

> "It would be unrealistic and unfair in my mind to expect the supervisor to be the element for providing success or failure. The supervisor can be a good ready resource and helpful; and could be an interested objective observer who could give some valuable feedback to the project staff.'
> Project director (Non Adopted)

Part F: Trial Period -- Leadership Style of the Project Director

> "An ideal innovator is someone who would never let h--self be called that."
> Commissioner Gregory Anrig
> Massachusetts Department
> of Education

The well known Ford Foundation study of innovation in the sixties found to no one's surprise that the ability of the project director was "the" major variable in the ability of an innovative program to succeed. Numerous funding agencies have discovered in turn that if they know in advance that the future project director is capable, they will fund a project no matter how poorly it is written. And 50% of the decision-makers interviewed within the Massachusetts Department of Education in this study identified the leadership of an innovation as the "key that can lock or unlock" the doors to its success.

Hence, the question of leadership style as an influence on the adoption/non-adoption of an innovation clearly appeared to be an important area for investigation in this study. Narrowing the area down, however, was a more difficult task.

The eight hypotheses in this category fall into basically three areas: (1) Background - those dealing with the training and experience a director brings to a position the day s/he begins, (2) Professional Skills - those dealing with abilities which can be developed on-the-job and (3) Personal - personality characteristics and/or attitudes which influence everything--skills, interactions, experiences--which can be altered much less easily than anything else.

Area 1 - Background

> *Hypothesis #19--If the director has worked in the community at least prior to the development of the innovation, the project has a better chance of being adopted than if s/he is completely unfamiliar with the community.*

This runs counter to the idea that innovators usually come from outside the school system as opposed to being bred from within.

TABLE 23

HOW MUCH EXPERIENCE HAS THE PROJECT DIRECTOR HAD IN THE COMMUNITY/ SCHOOL SYSTEM AND IN THE SUBJECT AREA OF THE PROJECT?

	I-Non-Adopted		II-Semi-Adopted		III-Adopted	
	Community or School System	Subject Area of Project	Comty or Schl Sys	Subj Area of Project	Comty or Schl Sys	Subj. Area
None	33.0%	67.0%	67.0%	33.0%	83.0%	17.0%
Some	67.0%	33.0%	33.0%	67.0%	17.0%	83.0%

Findings

Data do not support the hypothesis. Table 23 shows that while almost all (83.4%) of the adopted project directors had been working in the community/school system prior to the beginning of the project, so had 67% of the non-adopted directors. And the trend runs contrary for the semi-adopted directors. However, it should be noted that because the data shows that the majority of the adopted project directors had worked in the system prior to being involved in the innovation, it cannot be said that such experience is not important.

Subject Area skills

> *Hypothesis #20--If the director has the expertise in the subject area of the project, that project has a better chance of being adopted than one which the director has to rely on others for this expertise.*

This hypothesis is based on the idea that there is a difference between a director who h/self has some experience and training in what the program is attempting to do (e.g. social studies skills, behavioral objectives, individualized instruction early childhood education), and one who must call on staff or consultants exclusively to carry out the training activities.

Findings

Data tend to support the hypothesis. Table 23 shows that all but one (83.3%) of the adopted project directors had had some experience and training in the project area before becoming director. This percentage is almost three (3) times as great as the percentage of non-adopted directors who had had similar experience.

Area 2 - Professional Skills--On The Job

Three hypotheses are in this area. The first is:

> *Hypothesis #21--If a director is skilled in management (clear about goals, long range planning, able to make decisions), the project is more apt to be adopted than if the director lacks these skills.*

Findings

Data does not support the hypothesis. What it does show is many of the directors, especially the non-adopted, seem to have possessed these skills.

TABLE 24

ASIDE FROM PROFESSIONAL EXPERIENCE, WHAT PERSONAL TRAITS DO YOU THINK THE SCHOOL SYSTEM WAS LOOKING FOR IN HIRING THE PROJECT DIRECTOR?

	I-Non-Adopted	II-Semi-Adopted	III-Adopted
Experience: Overall Intelligence, Knowledge	53.3%	46.7%	46.7%
Influential: Facilitator, Persuasive, Community Knowledge	33.3%	46.7%	46.7%
Empathetic: Congenial, Warm, Gets Along with Variety of People	26.7%	53.3%	36.7%
Action/Goal Oriented: Hard Working	33.3%	20.0%	33.3%
Leadership: Conceptual Ability, Delegating Responsibility	53.3%	46.7%	40.0%
Decision Making: Good Judgement	13.3%	0.0%	10.0%
Integrity: Trustworthiness, Honesty, Character	6.7%	0.0%	6.7%

cont'd

TABLE 24 - Continued

	I-Non-Adopted	II-Semi-Adopted	III-Adopted
Flexibility: Resiliency, Reacts Well to Pressure, Creative, Patient	26.7%	13.3%	16.7%
Management/Administration: Organizing	46.7%	60.0%	53.3%
No Response	13.3%	33.3%	26.7%

Director's abilities

A number of questions uncovered information related to this hypothesis. Responses to a series of questions about personal traits are collapsed in Table 24. "What personal traits was the school system looking for in hiring the project director?", "How does the project thrust reflect these qualities?" and "What would be the areas that would suffer the most if the project director were to suddenly leave?" An ability to manage, administer etc. was listed most frequently by the semi and the adopted projects. However, it is listed second for the non-adopted as well.

Project director strengths

All but participants were asked to arrange in order of preference a series of descriptions--administration, teaching, evaluation, research, and persuasion--according to "what they saw as the strengths of the project director," and then according to "what they should be". Each group listed "administration/leadership" first in both instances.

Leadership style and management

Finally, everyone was asked to discuss the leadership style of the project director. Responses presented in Table 25 indicated that all directors, particularly the non-adopted group, were seen as having strong management skills. A t-test on the difference between the two means revealed a significance at the .01 level.

TABLE 25

DESCRIBE THE LEADERSHIP STYLE OF YOUR PROJECT DIRECTOR

Leadership Style	I-Non-Adopted			II-Semi-Adopted			III-Adopted		
	Not Mentioned	Mentioned Sometimes	Mentioned Often	Not Mentioned	Mentioned Sometimes	Mentioned Often	Not Mentioned	Mentioned Sometimes	Mentioned Often
a*Management Skills: Well-Org., Conceptual Ability, Simplifying Ideas	40%	13%	46%	86%	7%	7%	53%	7%	4%
Leadership Skills: Delegates Responsibility, Coordinates Roles, etc.	54%	60%	40%	73%	7%	2%	58%	16%	26%
*Supportive: Encourages risk-takers, New Ideas, Optimistic, Empathetic	66%	13%	20%	60%	13%	26%	40%	0%	60%
Committed; Enthusiastic, Hard-working, Ambitious	67%	00%	33%	73%	70%	20%	60%	0%	40%
Decisive; Makes Decisions Precisely	73%	13%	13%	54%	13%	33%	73%	70%	20%
Persuasive: Influential, sells Project, Inspires Confidence	13%	60%	20%	73%	00%	27%	70%	00%	30%

[a]statistically significant difference between I and III at .05

TABLE 25 -- Continued

Leadership Style	I-Non-Adopted			II-Semi Adopted			III-Adopted		
	Not Mentioned	Mentioned Some-times	Mentioned Often	Not Mentioned	Mentioned Some-times	Mentioned Often	Not Mentioned	Mentioned Some-times	Mentioned Often
Non-directive-Doesn't Give Explicit Directions	53%	13%	33%	33%	40%	27%	58%	40%	23%
Integrity:-Honesty, Candor, Fine Person, etc.	86%	00%	13%	93%	70%	00%	80%	00%	20%
Democratic:-Low key, Invites Staff Participation	60%	00%	40%	53%	70%	40%	66%	06%	26%
*Flexible:-Cooperative, Willing to Change, Resilient, Informal	80%	70%	13%	46%	33%	20%	60%	01%	39%
Creative:-Intelligent, Capable, Talented etc.	86%	00%	13%	86%	70%	70%	99%	00%	01%

Good Salesman?

The other hypothesis falling into this category of on-the-job skills is the following:

> *Hypothesis #22--If a project director is very persuasive (influential, a good salesman for the project), the project is more apt to be adopted than if he/she is not.*

Findings

The data do not support the hypothesis. All three groups of directors were seen as possessing the quality of being persuasive or influential. One of the adopted directors put it this way: "Yes, we've dealt with the pragmatic world out there...we've paid proper heed to the superintendent of schools' and school committee's perceptions of reality."

Tables 24 and 25 show that the semi and adopted directors were seen to have this persuasive quality but only somewhat--more frequently than the non-adopted directors. When asked to arrange project director strengths in priority order, all groups of respondents put "persuasion" second only to "administration/leadership." (See table 26)

TABLE 26

THE FOUR MOST FREQUENTLY CHECKED ITEMS FOR LEADERSHIP STYLE OF THE PROJECT DIRECTOR IN ORDER OF PREFERENCE

I-Non-Adopted	II-Semi-Adopted	III-Adopted
Management Skills	Non-Directive	Supportive
Leadership Skills	Democratic	Management Skills
Non-Directive	Decisive	Committed
Democratic	Flexible	tied { Flexible Leadership Skills

The last hypothesis has to do more with the extent to which a director attempts to supplement his/her professional growth.

> *Hypothesis #23--If a director is actively involved in a number of professional organizations, that project is more apt to be adopted than if he/she is not.*

Findings

Data presented in Table 27 on the project directors support the hypothesis. Two thirds of the directors of adopted projects (67%) were actively involved in more than three organizations. Only one third (33%) of the other two groups were this actively involved.

TABLE 27

PROJECT DIRECTOR INVOLVEMENT IN PROFESSIONAL ORGANIZATIONS

	I-Non-Adopted	II-Semi-Adopted	III-Adopted
Few (1-3)	67.0%	67.0%	33.0%
Many (3 or more)	33.0%	33.0%	67.0%

Area 3 - Personal Characteristics--Personality...Attitudes

Four hypotheses are in this area of personality characteristics and attitudes. The first deals with how much freedom a director feels s/he has in carrying out the activities of the project.

Autonomy - How Independent is the Director?

> *Hypothesis #24--If a director feels a sense of autonomy and independence in carrying out the activities of the project, the project has a better chance of being adopted than if s/he does not.*

The assumptions underlying this hypothesis are that if a director feels encumbered by too many decision makers (i.e. administrators) in the school system and/or too many bureaucratic obstacles (rules, procedures, etc.), s/he is less able to carry out the project activities successfully than if the project were somewhat independent in the system hierarchy.

Findings

Data do not support the hypothesis. For one thing, Table 4--Town and School System Data shows that the number of teachers per administrator is lowest in the semi-adopted group--evidence of greater bureaucracy. Interpreted another way, the semi-adopted group is 300% more bureaucratic than the non-adopted and nearly 400% more than the adopted.

On the other hand, project directors were asked to list how many individuals they had to consult before making a decision about a project activity. Responses indicated little trend except that one third (33%) of the adopted projects said that they need consult "no one". None of the other projects could say this. One such director of an adopted project put it this way:

> Most things are left to my judgement about what to do or teach. I have great freedom. I never abuse it. My superintendent told me way back: 'When you make a major error, I'll have you come to me.'

Openness to Evaluation...flexibility

Another hypothesis relating to attitude is how open the director is to scrutiny, evaluation...how willing s/he is to change? Does s/he ever identify so strongly with the project that any criticism of it is an attack upon him/her self? Or can the director step back and look afresh at project progress?

> *Hypothesis #25--If a director is open to evaluation and flexible, the project is more apt to be adopted than if the director is not.*

Findings

Data partly support the hypothesis. On the question of flexibility or resiliency, adopted project directors showed a significantly greater indication of possessing this quality. Table 25 shows that three times as many adopted as non-adopted respondents said that the director demonstrated flexibility, which proved to be among the top four qualities listed by both the semi and the adopted projects. A t-test on the differences between two means showed a statistical significance at the .01 level.

Openness to Staff Suggestion

Staff and project directors were asked, "Do you feel comfortable in giving suggestions/advice to the project director? Do you encourage suggestions from the staff?" Table 28 shows that only in the adopted projects do the staff members view the directors as being completely open to suggestions.

TABLE 28

DO YOU FEEL COMFORTABLE GIVING SUGGESTIONS/ADVICE TO THE PROJECT DIRECTOR

Staff View	I-Non-Adopted	II Semi-Adopted	III-Adopted
In Some Areas	33%	67%	33.3%
Actively Solicits Some	67%	33%	17.0%
Complete Openness	0%	0%	50.0%

TABLE 29

DOES THE STAFF FEEL COMFORTABLE GIVING SUGGESTIONS/ADVICE TO YOU

Project Director's View	I-Non-Adopted	II-Semi-Adopted	III-Adopted
Some	0%	33%	17%
Actively	33%	0%	50%
Openness	67%	67%	33%

Table 29 shows that directors in the non and semi adopted projects definitely viewed themselves as being more open than their staffs viewed them to be. In contrast, adopted directors were less liberal in viewing their openness than were their staffs.

Openness to Evaluation*

As seen earlier, adopted projects show a more positive attitude toward evaluation as a tool for progress than do the non-adopted. In particular, Table 30 shows that the directors of the adopted projects saw both the on site evaluation and the project's own interval evaluation at least 50% more importantly than did the non-adopted directors. Evaluation was to the non-adopted directors generally only "rather helpful"--2 on a four point scale--and to the adopted evaluation averaged 3--"rather helpful."

TABLE 30

HOW HELPFUL DID YOU FIND EACH OF THE FOLLOWING:

	I-Non-Adopted	II-Semi-Adopted	III-Adopted
Evaluation by Proj. Evaluator	2.33[a]	3.0	3.83
On-Site Evaluator Visits	1.66	2.33	2.83

[a] 1=Not at All Helpful
2=Somewhat Helpful
3=Rather Helpful
4=Extremely Helpful

---

*Rogers identified this as a key variable to the success of an innovator.

Empathy/Support

The third hypothesis in this group relates to the director's ability to be supportive of others, to put self in the position of the other person and imagine that person's feelings.

> *Hypothesis #26--If a director is empathetic and supportive, the project has a better chance of being adopted than if he/she is not.*

Findings

Data supports the hypothesis. Looking back to Table 25, one can see that the personal quality of "empathy" was cited most frequently for semi and adopted directors. Also in Table 25 ("What is the leadership style of the project director?") 60% of the adopted directors were seen as being "supportive" to a great extent as opposed to 20% of the non-adopted directors. A t-test on the means of these two groups revealed a statistical significance at the .01 level.

Discuss Difficulties with Staff

Data from this source supports the hypothesis to some extent. Project directors and staff members were asked how frequently the project director sat down with staff members to discuss work or difficulties associated with work. Responses show that semi and adopted project directors show this kind of support more frequently than do non-adopted directors. For example, only the non-adopted project respondents said the director never sat down with staff (33%). In contrast 83% of the semi and adopted projects said they sat down fairly often (1/month) to very frequently (1/week).

Leadership Skills

The last hypothesis in this section deals specifically with the director's leadership style--in his ability to move people, delegate responsibility.

> *Hypothesis #29--If a director is able to lead effectively (able to delegate responsibility, coordinate roles etc.), the project is more apt to be adopted than if s/he is not.*

Findings

Data do not support the hypothesis. Both the non-adopted and adopted directors were seen to have this quality. In fact the non-adopted respondents mentioned it most frequently of the three groups when discussing the personal traits the director brought to the job, like the following description: "His/her main style is one of coordinating the efforts of those who have various roles."

And directors in the adopted projects had their own share of difficulties assuming the leadership role of delegating responsibility. As one supervisor said of a director in this group:

> (Director)...didn't want to have any staff initially and it took a year before s/he felt confident delegating some responsibility to others. S/he had to oversee everything...

Directive vs. Non-directive

However, the data show a slight difference between the adopted and the non-adopted projects in how that leadership is carried out. Directors of non-adopted projects are seen somewhat as more democratic and non-directive than are the directors of the adopted. Table 26 shows that these traits are mentioned most frequently by this group.

TABLE 31

HOW WELL DOES THE PROJECT DIRECTOR DEFINE YOUR RESPONSIBILITIES?
HOW WELL DO YOU DEFINE THE RESPONSIBILITIES OF YOUR STAFF?

	I-Non-Adopted	II-Semi-Adopted	III-Adopted
Not At All	11%	0%	31%
Somewhat	33%	44%	0%
Fairly Well	44%	33%	37%
Extremely Well	0%	22%	31%

$X_6^2 = 12.6 (p < .05)$

Defining Staff Responsibilities

Adopted directors are significantly more directive defining responsibilities to their staffs than are the other two groups as can be seen in Table 31. Responses to the question showed that almost 70% of the adopted group felt responsibilities were defined "fairly" to "extremely well"--almost 25% higher than the non-adopted group. A chi square test reveals a statistical significance at the .05 level.

How Explicit?

When project directors were asked, "How explicitly do you define the responsibilities of your staff," the responses again indicate less directiveness by non-adopted directors. None of the non-adopted directors chose to define responsibilities without doing it mutually with the staff member.

Two thirds (67%) let the staff member work out his/her own role.

In contrast from 50 - 67% of the semi and adopted directors took it upon themselves to clarify the role either loosely or strictly. This didn't always work out for the best, however. One staff member (adopted) outlined it this way:

> At first (director) was uncomfortable being an administrator...s/he made some decisions on (his/her) own and didn't clearly explain why...Many of the decisions are made by (director) instead of with the staff.

When Can a Staff Member Represent the Director?

Does the director attend every important meeting or function or does s/he feel comfortable delegating some of this responsibility to a staff member? Each was asked this question.

Results indicate that staff members in adopted projects represent their directors somewhat more frequently at serious or troublesome meetings--fiscal problems, meetings with superintendents, school committees, antagonistic parent groups etc.--than do non-adopted project staff. "When would your director not ask you to represent him/her at a meeting?" "I can't think of any instance," was the response (adopted).

Summary and Analysis - Leadership Style

Trying to pin down the leadership style of the director of an innovation is like trying to count the points on a snowflake. They're there and yet they're not there. Each point or flake is distinct and yet each so easily blends in with the others, and in so doing, changes the overall design. But even though it's the most elusive aspect of this study, looking at leadership styles is, in some respects, one of the most fascinating aspects not only of this, but of any study of a human enterprise.

What seems key? - Skill in project concern

The data show that each of the following variables seem to have some relationship to the adoption of an innovation. First of all, it seems important that a director be skilled in the area of the project, as opposed to simply overseeing others who will carry out the training. Perhaps it is because such experience and training gives the director some credibility in the eyes of the participants, staff, and administration... "she knows what she's talking about...point-of-view." Perhaps only such familiarity with the subject matter of the project can provide the director with the kind of vision necessary to move the innovation forward in the best possible manner. One staff member who did most of the training for the project described how it held her director back not to have her skills:

> Because she/he didn't feel competent in my specialty, she/he didn't make judgment, decisions, proscriptions about what I was to do. She/he did consider her/himself competent in administration...

Or in the worst of all possible worlds, a director may lack experience and training and may in ignorance not only hire others with similar deficiencies but insist on doing the training as well. The result might be as this participant saw it:

> They (project director and staff) didn't achieve their objectives too well because they weren't too aware/clear of their own objectives. In other words, I don't think they were oriented properly...
>
> In order to train somebody, you yourself have to be trained first in the particular area in which you're giving the training. I think that's obvious.

Membership in outside organizations

Similarly, directors of adopted projects are more actively involved in outside professional organizations. Everett Rogers feels this keeps the innovators "in touch" with change, with new ideas, with simply other ways of doing things. It would seem impossible to maintain a vitality and excitement without any contact with the outside world. Furthermore, professional organizations besides giving individuals an opportunity to grow, can provide incentives or rewards for efforts which the school system may not as yet have recognized.

Flexibility, Openness to Evaluation

Other variables which are identified with adoption are flexibility and an openness to outside evaluation. Rogers feels that innovators should know the effectiveness of evaluation as a tool for looking at progress. Equally as important is the idea that the director not be so identified with a program that she/he cannot let others stand back and take a very critical look. So closely is this tied to flexibility--changing with changing needs either from self or others--that the two seem inextricably joined.

Directors of adopted projects are more positive about all kinds of evaluation--on site, internal, staff. Adopted projects have more positive evaluations. There may be some connection. But whether in valuing it, they used it to their advantage or they just valued it because it was to their advantage...cannot be said for sure.

Empathy

Equally important for directors of adopted projects is the quality of empathy--the ability to put oneself in another person's position--being "considerate on all levels," supportive, sympathetic to the needs of others.

It is empathy which enables a leader of innovation to understand how hard change is for people and the importance of not pushing. "She/he gives people the confidence that... they can do it.", said one supervisor of a director (adopted). It is empathy that helps someone resolve conflicts and stress--

"even at the highest administrative levels." And it is empathy which motivates directors to sit with staffs to discuss their difficulties. "She/he knows how to use us well. She/he's just very sensitive and aware with people," a staff member said gratefully.

Directive vs. non directive

Although the data do not show that adopted directors possess more leadership skills than non adopted directors, they do uncover some differences in the way this leadership, i.e. delegation of responsibility, is carried out. Adopted directors seem slightly more directive than do non and semi adopted. They tend to specify more what they expect from their staffs and they sit down more often to discuss difficulties with them. The difference between this approach and that of the non adopted directors is that the adopted listen to staff input but then tend to make the decisions more on their own rather than looking for a consensus as did the directors of the other two groups. One staff member described it this way:

> Our (director)...consults with the staff in advance and listens to what we have to say...(but) she/he ultimately takes the responsibility for the direction and leadership of the project.

contrasted with the non adopted style--seen by one director as a "100% team effort. All members of any enterprise for which I'm responsible have an equal opportunity to affect and direct the outcome of the enterprise." And another semi-adopted director outlined his concensus approach:

> I take input from everyone. I believe there's no best way of doing anything. All suggestions are brought out and discussed and a joint decision is made as to the best solution.

Non and semi-adopted directors were described more frequently as democratic and non directive than the adopted group.

There were limits to either style, however. Sometimes the non adopted directors were described as "laissez faire", or "non aggressive...just a nice guy," "non confrontational," or simply as someone who "listens to too many people." The non directiveness may have been less deliberately assumed than a style which emerged from an inability to "take hold of the situation" or face controversy.

On the other side, the adopted directors were sometimes described as "unable to delegate," "wanting to do everything themselves," and "making decisions without consultation with the staff."--not at all favorable by any means.

Since both approaches reflect a difficulty in giving effective direction, all that can be said is that maybe it is better to err on the side of directiveness or decisiveness than the opposite. Whoever said that leaders had to be ever "sweetness and light?" Perhaps the following director's reflections are closer to the mark than one would at first think:

> If I had it to do over again, I'd be a little more of a bastard as a project director. I've taken the long term mission approach--tried not to impose my own views on the staff but let them work it out their own way...but...

What seems not to be key...to adoption, that is.

Some variables emerged as important to most project directors but didn't seem necessarily tied to adoption.

Experience in the community

One of these is that the director have some experience in the community/school system prior to being director. One adopted director thought it was very important:

> I think the fact that they (teachers and administrators) knew me and knew I had taught a number of years, they were willing to give it a chance because they trusted me.
>
> It's much more important to have a person the teachers trusted than to hire an unknown person regardless of his qualifications to carry out a project the administration had concocted.

And almost all of the directors in this group did have some experience in the community before assuming the Title III position. Hence, this kind of experience does seem important.

But two thirds (2/3) of the non adopted directors had this background too and the semi adopted directors didn't follow this pattern. Therefore, while propably contributing something of value to the project, it cannot be said that having experience in the community leads to adoption.

Autonomy

The same thing can be said about this variable. Most of the projects seemed to be autonomous. In other words, they operated rather independently of the school system. As one adopted director said:

> For most day to day decisions I don't have to consult with anyone...sometimes we have to check in with the superintendent because she/he's an important person and advisor as well as a political force

But this independence didn't always work to the project's advantage. A director of a discontinued project explained why:

> Our project operated with a great deal of autonomy--not by design though... the new superintendent didn't exhibit any interest at all...

Some school systems were just as happy not to see the project as part of their operation. Hence, autonomy does not appear to be related to adoption.

Persuasion

According to this study, all of the directors were highly persuasive. They possessed this skill second only to their management abilities. And according to most respondents, all directors "should" have this ability--to sell the project, to influence others of its value.

Yet it was shown earlier that dissemination was a problem for the non adopted projects. How can a director be persuasive and yet have trouble with dissemination? Bad luck, bad publicity, bad start up, disinterest, lack of interest, weak project? One thing can be said. The problems with dissemination did not lie with the directors' lack of persuasive ability.

Management and Leadership

Finally, it can also be said that any problems a project may have had in being picked up did not fall at the feet of faulty management ability of the director. All directors were seen as having real ability in this area. And all directors saw the necessity of having this of prime importance. Sometimes they had to learn it as this director describes:

> The project needed a good manager ...someone with good leadership/ management skills. It's taken me two years to learn this. It's been a training period for me.

So if they didn't come to the job with the skills, they knew they had to learn them the hard way.

If anything the non adopted directors came to the job with the most experience in administration and were seen as having these qualities the strongest of the three groups. Perhaps they were seen only as administrators? Perhaps because they frequently lacked training and experience in the subject area of the project, their management ability didn't carry them far enough. Perhaps it was the combination of their democratic-veering-on-laissez-faire style with this management ability that confused the issue. Perhaps it was their basic lack of interest in more formal evaluation. It might well have been all of these.

VI. OVERALL SUMMARY AND ANALYSIS--What have we learned about Innovation in Massachusetts?

> "If the results of...(our) efforts are to be fully applied, I think we need to understand what the problems are in actually implementing a new and improved practice."
> --Commissioner Terrel Bell,
> Office of Education,
> November, 1974.

Over twenty million dollars...nearly 250 projects...innovations...and what have we learned about innovation in the state? What can we say...now...in 1975 about getting an innovation started, on its feet, and adopted by its local community? What follows is a summary of the findings and also some suggested strategies for local districts and state personnel concerned with change.

SUMMARY

The study found that the variables most strongly related to the adoption of innovations clustered in three main areas.

1. SYSTEMATIC PLANNING, IMPLEMENTATION AND EVALUATION OF OBJECTIVES

According to all evaluation reports and to the opinions of participants and administrators alike, adopted programs:

--met their objectives to a significantly greater extent;

--were more carefully planned and had some pilot experiences;

--had directors with more expertise in the program areas of the project;

--had objectives which were more realistic/achievable, more compatible, more tangible (easy to understand and to explain) and more visible (effecting observable changes in the participants).

As a result, participants felt more satisfaction from their participation in the adopted programs than did those in the non-adopted programs. Furthermore, nonparticipants and administrators alike could see and understand more clearly the achievements in the adopted programs.

Changeability - *Adopted programs stayed with their objectives.*

Systematic planning and implementation were also demonstrated in the variable of changeability. Adopted programs needed to change their objectives less frequently in order to operate successfully than did the non-adopted programs. And while the latter group found they were frequently shifting entire directions sometimes because of negative feedback from school and community, the program changes in the adopted group were frequently made to expand an activity because it was so positively received. (For example, working with an additional school or more teachers etc.) In fact, by the third year of operation, most of the adopted programs had expanded to a far greater number of schools and districts than had the non-adopted programs.

Evaluation - *Adopted programs relied more on evaluation.*

An important part of this systematic planning and implementation process was the use of periodic evaluation to measure progress. Adopted programs relied significantly more on systematic evaluation to achieve their objectives--both the sponsored annual on-site visits and internal project evaluators--than did the non-adopted programs. Staffs and project directors alike were more positive in their endorsement of evaluation as a useful tool in their programs' operations. In fact, leaders of the adopted programs were found to be somewhat more open to suggestion/evaluation and significantly more flexible than were non-adopted directors.

2. NETWORK BUILDING--EARLY AND WIDESPREAD DISSEMINATION AND INVOLVEMENT

The second main area of findings is that of systematic dissemination and involvement of decision makers and opinion leaders. This began in the earliest planning stages and continued throughout the program's operation.

Adopted programs in this study were found to employ many of the usual means of dissemination to the people in their districts--articles, newsletters, reports. But what separated their approach from that of the non-adopted projects was the frequent and early use of person-to-person contacts. Project directors and staffs had far more informal contact with district decision makers than did those of non-adopted programs from the early stages on. They tended to make more personal presentations to school committees and supportive and non-supportive school groups alike.

In the adopted programs, opposition was diluted through involvement. In the non-adopted, it was frequently polarized through avoidance. Hence, there was a significant difference between adopted and non-adopted programs in the part this total dissemination effort played in moving them towards their objectives.

Self-Renewal - *Adopted programs won district support early.*

The purpose of dissemination is to win support in order that the program will eventually become part of the district routine. The study found that efforts towards institutionalization or routinization of the adopted innovations began as early as the planning stages. They obtained more financial, as well as time and resource support from the school district even prior to Title III funding than did the non-adopted programs. Furthermore, maintaining and increasing this support throughout the operation of the program was true to a statistically significant extent for the adopted programs.

Related to this finding was another variable--that project directors of adopted programs were significantly more empathetic than those of non-adopted. Rogers (1971) points out how this quality is important if a leader is to work effectively with clients. It is probably true that the ability to understand difficulties which come with change was a quality which helped directors of adopted projects in their contacts with administrators.

3. DIAGNOSTIC INVENTORY--NEED VS. SUPPORT

The third main area of variable findings falls into the general category of the diagnostic inventory which is part of the early planning of an innovation. In ESEA Title III-funded programs, this early diagnosis takes the form of a needs assessment survey in that particular district.

This study found, however, that very few of the adopted programs actually began from a felt need in the school system.

Furthermore, there was no correlation between doing a needs assessment at the beginning stages and later adoption of a program. Most of the innovative programs including the non-adopted were seen to come into being because a few individuals thought the idea had merit.

In truth, the study contradicted some commonly-held beliefs about the origin stages of innovations. Findings showed that early project director involvement was not related to later adoption. Nor was the involvement of large groups of school individuals. Data did not show it a key factor that the superintendent be the initiotor nor that the initiator be either from within the school system or come from outside. Furthermore, neither the socio-economic makeup of the community (high median income, professionalism) nor a high per pupil expenditure were related to later adoption.

Innovative Climate - *Wealth of the school district was not a factor.*

The data indicated some interesting generalizations about the types of communities where innovations are accepted. Contrary to popular opinion, adopting school districts were not wealthier than non-adopting districts. However, they tended to be more open and flexible in their attitudes towards their personnel. Almost all of the adopting districts had adopted an ESEA Title III program prior to the current program and none of the non-adopting systems had. It showed that, more important than the role of the initiator (diffusion leader, superintendent, etc.) was the credibility the individual possessed in the school district. Data showed that early support is more important than early need for a program. And, perhaps most importantly, the compatibility of the innovation itself with the values of the school system affected (i.e. how radical the proposed change) was important not only in the beginning but in all phases of the program's development. Radical innovations were simply not adopted.

Two other areas of findings did not relate directly to adoption but are included for interest--the leadership style of the project director and the role of the state.

A. Leadership Style of the Project Director* - *More flexible, more empathetic, but less democratic.*

The typical director of the adopted and semi-adopted projects was slightly younger (average age 38 years) than that of the non-adopted (average age 42), was less frequently a male, had more experience in the subject area of the project, and had a little more formal education (Master's degree plus) than the directors of the non-adopted projects. Directors of adopted projects were seen by superintendents, state and project staff members, and participants as being more flexible, more empathetic, and slightly more open to criticism than the non-adopted directors. However, they tended to be less democratic--defining responsibilities of staff and participants more clearly, more apt to make decisions alone--and have slightly more difficulty delegating responsibility.

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*See Appendix V for profile.

There were some surprises. While all directors were seen as having strong management skills (ability to organize, plan, etc.), it was the non-adopted directors who had the most. Furthermore, the same was true of persuasive abilities. All directors were rated in their selling ability next only to their management skills, but non-adopted directors came out highest in this, too. They might have had more trouble with dissemination, but this was obviously not related to their persuasive abilities.

V. The Role of the State - *Adopted projects found it helpful.*

For three years, six ESEA Title III state supervisors and a director visited projects, conducted on-site evaluations, reviewed proposals, wrote and read reports and negotiated budgets with the 38 projects throughout the state. What was the result?

Adopted staff members felt that state involvement was helpful, according to the study. They appreciated such state procedures as dispersion of funds, proposal and continuation grant preparation and on-site evaluations. Some directors found the state supervisors particularly valuable in listening and reacting to project problems. Directors found the role of the supervisors helpful as an indication of state support which gave credibility to their project within their school systems.

Besides the monitoring functions, additional state-mandated policies assisted the projects in adoption. Local projects were required to designate five percent of their budget for evaluation and dissemination, for example. Local projects also had to obtain 30 and 60 percent of their budget from their school systemsin year two and three respectively.

However, the study did not find a statistically significant relationship between state support and those areas of program development which have emerged here as key to adoption--dissemination, evaluation, winning support and becoming routine in the school system. In other words, in the majority of instances, the help of the supervisors was important but not in the above areas.

IMPLICATIONS AND STRATEGIES

What strategies have we learned from this study? What are the implications for future funding of innovations in this or any state?

IMPLICATION I:

That innovations can no longer languish as separate entities in any one stage of development. but must be systematically planned for adoption from the start. (Each of these should be begun at the outset and continued throughout the duration of the program.)

A. Network Building

Identify early process administrators and community leaders critical to the innovation; establish early person to person contact; explain objectives of program. (Contacts may be no more than just keeping the person informed, etc.) Invite to participate.

B. Dissemination to key administrators, school committee people, community leaders, participants, non-participants.

Employ all means--newsletter, pamphlet, radio, word of mouth, newspaper, formal and informal presentations, visits, calls, etc.

C. Procure needed support from administrators and school committee. Increase institutionalization.

Obtain financial support; commitments of time and resources, from school personnel; changes in scheduling; released time for teachers or other users; commitments of administrators to allow for program activities; in-service credit; certificates; visits from decision-makers; encouragement of participation (at meetings, etc.)

IMPLICATION II:

That greater expertise in program development, dissemination, and evaluation is necessary for an innovation to survive today. School systems are unwilling to tolerate loosely conceived and executed change efforts.

Some Strategies

A. Early in the planning formulate program objectives that are realistic, visible, tangible and compatible with school system values.

Clarify numbers of participants; set up a realistic time line for achieving objectives, reasonable activities that can be carried out given the time, facilities and resources available; balance skill training with attitude change; develop objectives that are reasonably simple and easy to understand; ite in with system values and priorities wherever possible; construct realistic budget.

B. Identify staff with expertise to carry out objectives.

Obtain project director with expertise in area of program (may be from inside or outside the system, should have interest in evaluation, identify staff with supportive skills); utilize district personnel wherever possible.

C. Establish plan of evaluation.

Identify/obtain evaluator for internal evaluation of program (someone informed but not personally invested in the program); identify goals of evaluation design; confer with staff, state, system decision makers, opinion leaders, participants for input into this; establish time line for feedback; balance quantitative and qualitative evaluation; establish state evaluations time line and work into feedback schedule.

D. Pilot/experiment with activities.

Try out activities on a small scale with built-in evaluation; alter objectives on the basis of feedback before trying on a full operational basis (this may be done more than once.)

IMPLICATION III:

That some procedures such as needs assessments, monitoring functions, etc. should be re-examined for their real contribution to the adoption of federally funded and non-federally funded programs. Could other processes be employed more productively by state and local personnel in the origin phases of an innovation?

Strategies

A. Assess the school district climate for change.

How open has it been to change in the past (did it have a previous Title III project, for example?); how much it encourages teachers and other school personnel to try new things, attend conventions, conferences, visit other classrooms, etc.; flexibility in bureaucratic value structure.

B. Weigh the credibility of the initiators within the school district.

How well received are they; do they function as "elites" or one end of a polarity; can they bring people together in a spirit of harmony; are they flexible and open to new ideas; how much expertise do they have in the area of innovation.

C. Ascertain support for innovation within the school community.

Willingness to participate (on part of teachers, principals, etc.); interest and involvement of administrators, school committee people; identify forces against planned change and weigh their influence in the community; willingness of the school system to support innovation with time and money, etc.; political climate; economic values.

IMPLICATION IV:

That there are differences between federal/state funded innovations and other planned change efforts which don't rely on outside funding, (shorter start-up time, limited operation period, automatic cutoff of funds) which require somewhat different strategies.

A. That the strategies already suggested need to be carefully worked out before actual funding if adoption is to take place.

B. That state/federal funds can be used as an incentive to riskier change efforts than a school district would be willing to undertake with its own funds.

IMPLICATION V:

That the State Educational Agency could play a much greater role in bringing about change throughout the state if it chose to plan and promote change systematically. Given the tenuous nature of federal funding, and the years of experience with temporary programs, it might be timely to begin such efforts in areas where they have not already begun.

Some Strategies

A. Establish program goals--state priorities for innovation.

Ranging from the more radical to the less: look for goals that are realistic, tangible, visible, and compatible.

B. Assess the climate for change in school districts.

Look for degree of openness and professionalism; how encouraging of innovations, history of change, commitment/continuation of innovations in the past.

C. Assist school districts with compatible innovations in the planning stages.

Provide technical expertise in program development, dissemination, network building, evaluation, etc.

D. Begin network building and dissemination of innovations on a state-wide level.

Identify network of opinion leaders and decision makers; keep in informal and formal contact through various means of dissemination.

E. Obtain necessary support from state opinion leaders and decision makers.

Financial support for innovation; time and resource support; changes in legislation; other commitments, etc.

F. Provide in-service training for state staff where necessary.

Training in areas of proved importance to the adoption of innovations--evaluation, program development, dissemination, network building, diffusion, etc.

Reduce bureaucratic encumbrances to make time for such.

G. Build a self-renewing system.

Obtain state financial and legislative support to provide incentives for districts attempting far-reaching innovations (for longer than federal funding period, or supporting as diffusion models).

The following model is suggested as a result of these findings:

The Massachusetts Model

Phase I - Installation--Origin and Planning Period

1.	Diagnostic Inventory	-Assess climate for change and decide on overall program goals.
2.	Systems Analysis	-Formulate program objectives.
3.	Diagnostic Inventory	-Test reaction to program in school community.
4.	Dissemination	-Spread idea to key decision makers/opinion leaders.
5.	Network Building	-Procure needed support from school system decision makers. Early diffusion.
6.	Staffing	-Select diffusion leader/staff.
7.	Diagnostic Inventory	-Obtain needed state/federal financial support if necessary.

Phase II - Trial Period--The Operation of the Innovation

8.	Temporary System*	-Pilot/experiment with activities.*
9.	Dissemination*	-Involvement of key decision makers/opinion leaders/users/non-users.
10.	Evaluation*	-Evaluation/revision/adaptation.
11.	Routinization	-Institutionalization-movement from temporary to permanent system.

*Note: This cycle (8,9 and 10) may be repeated until trial is successful.

Phase III - Adoption Period

12.	Routinization**	-Final institutionalization/incorporation of program activities into system operation.

**Note: This phase may give rise to another installation phase as a new need arises from incomplete program activities.

APPENDICES

APPENDIX I . . . . Hypotheses Used in this Study

APPENDIX II . . . . Variables and Data Sources

APPENDIX III . . . . Chronological Listing of Study Procedures

APPENDIX IV . . . . A. The Effect of Study Innovations on School Operations

B. The Effect of Study Innovations on the Number of School Districts

APPENDIX V . . . . Project Director Profile

APPENDIX I

HYPOTHESES USED IN THIS STUDY

Statistically significantly supported

H_{10} -- A project which has by most evaluation standards (on site evaluation reports, internal project evaluations) achieved its objectives is more apt to be adopted than one which did not.
(significantly supported-internal)
(on site-tends to support)
(evaluation data-supports)

H_{11} -- A project which relies on evaluation to assist with its progress is more apt to be adopted than one which does not (significantly supported)

H_{15} -- A project which involves the school system administrators as well as teachers in its efforts (dissemination) so that they are strongly identified with the Title III efforts is more apt to be adopted than one which remains more isolated. (significantly supported)

H_{16} -- A school system which provides support (financial, time, resources and moral) throughout the operation of the project is more apt to be adopted than one which does not.(supported--strongly and significantly)

H_{9} -- A school system which provided support (financial, time and resources, moral) to a project in the beginning stages as well as throughout, is more apt to adopt a project than one which did not. (1/2 supported-financial)

H_{25} -- If a director is open to evaluation and is flexible, the project is more apt to be adopted than if the director is not. (supported in part; flexibility significantly supported)

H_{26} -- If a director is empathetic and supportive, the project is more apt to be adopted than if she/he is not. (significantly supported)

HYPOTHESES (cont'd)

Supported strongly but not significantly

H_1 -- A high rate of adoption of innovations is not necessarily tied to communitied/school systems that are wealthy and of a higher social status. (supported)

H_2 -- A school system which is seen by its members as being open to change and flexible in its role expectations (less bureaucratic and ridig) is more apt to adopt an innovation than one which is not seen this way. (supported)

H_3 -- A school system which has already demonstrated a willingness to adopt innovations in the past is more apt to continue to do so than one which has not. (supported)

H_7 -- A project does not have to originate from a need in the community to be adopted. (supported strongly)

H_8 -- A project which began with a pilot effort before federal funding has a better chance of being adopted than one which did not or which tries to radically change a negative trend. (tends to be supportive)

H_{12}-- A project which has adhered relatively closely to its original objective is more apt to be adopted than one which has frequently changed goals in sometimes major ways. (supported)

H_{13}-- A project whose activities result in some visible or observable change in the participants is more apt to be adopted than one whose activities result in more subtle (less visible)changes. (tends to support)

H_{14}-- A project which is fairly easy to explain (and is fairly well understood) is more apt to be adopted than one which is not. (tends to support)

H_{17}-- A project whose activities by year 3 are already partly routine in the system has a better chance of being adopted than one whose activities are seen as tangential and periphoral to the system. (supported)

H_{18}-- A project whose staff and superintendent perceive the relationship with the state Title III office as more positive than negative or neutral has a better chance of being adopted than one who views it in a negative way. (tends to support)

H_{20}-- If the director has the expertise in the subject area of the project, that project has a better chance of being adopted than one in which the director has to rely on others for this expertise. (supported)

H_{23}-- If a director is actively involved in a number of professional organizations, that project is more apt to be adopted than if she/he is not. (supported)

Not supported

H_4 -- If the idea for the project was generated from within the school system, that project is more apt to be adopted than one which was generated from outside. (inconclusive, not supported)

H_5 -- A project which was motivated primarily by many people within the school community has a better chance of being adopted than one which was motivated mainly by the central administration or a single party. (not supported)

H_6 -- A project which involved the director in its origin and development has a better chance of being adopted than one which did not. (not supported)

H_{19}-- If the director has worked in the community prior to the development of the innovation, the project has a better chance of being adopted than if he/she is completely unfamiliar with the community. (not supported)

H_{21}-- If a director is skilled in management (clear about goals, long range planning, able to make decisions), the project is more apt to be adopted than if the director lacks these skills. (not supported)

H_{22}-- If a project director is very persuasive (influential, a good salesman for the project), that program is more apt to be adopted than if she/he is not. (not supported)

H_{24}-- If a director feels a sense of autonomy and independence in carrying out the activities of the project, that project has a better chance of being adopted than if he/she does not. (not supported)

H_{27}-- If a director is able to lead effectively (able to delegate responsibility, coordinate roles, etc.), the project is more apt to be adopted than if she/he is not. (not supported)

APPENDIX II

VARIABLES AND DATA SOURCES

Variables	Project Director	Project Staff	Superintendent	State Supervisor	Program Participants	Census Data	Evaluation Reports Proposals Historical Documents
1) CHARACTERISTICS OF THE COMMUNITY							
School System						X	
Socioeconomic						X	
Urban, Rural Suburban							
Openness/History of change	X		X	X	X	X	X
2) INSTALLATION—the Origin and Development							
Need of community for project?	X		X				
Why the Project Director involvement			X				
Who originated program?	X						
Early school system support?	X		X				
Pilot Effort							
3) OPERATION OF PROGRAM							X
Adherence to original goals	X			X			X
Amount of change in goals	X			X			X
Visibility of goals	X	X	X	X			X
Tangibility of goals (how well understood)	X	X	X	X	X		X

Variables	Project Director	Project Staff	Superintendent	State Supervisor	Program Participants	Census Data	Evaluation Reports Proposals Historical Documents
Data on objective achievement	X			X	X		
Measurability of goals.	X			X	X		
4) SCHOOL SYSTEM SUPPORT	X		X	X			
Support for innovation-financial	X		X X		X		
Personnel Morale	X						
Involvement of School System in Project	X		X		X		X
Early Support	X		X				X
Late Support	X		X				X
Dissemination	X		X		X		X
5) STATE TITLE III SUPPORT	X		X	X	X		
Kind of support evaluation technical help?	X	X		X			
Frequency of Support.	X			X			
6) PROJECT DIRECTOR							
Leadership style	X	X	X	X	X		X
Administration							
Evaluation							
Persuasion							
Flexible							
-Autonomy	X	X	X	X	X		X
From inside or outside community	X	X		X	X		X
Cosmopolite	X	X	X	X	X		X

APPENDIX III

PROCEDURES

What	Date Accomplished
1. Review of the literature on innovation and change. (Havelock, Miles, Rogers, Watson, Guba et al)	August - October 1973
2. Further refining of key survey questions: Informal survey of state and local Title III staffs to test hypotheses on change.	September-November 1973
3. Collection of data on all 32 projects relating to amount of local support and prognosis for local takeover in 4th year.	September-October 1973
4. Development of Interviews and Questionnaires--9 in all.* Interviews with project directors, superintendents, staff members, participants, and state supervisor. (5) Questionnaires for superintendents and project directors. (2) A Checklist for the above five. (1) A data sheet on each town. (1) (*Consultation done with Dr. F. Earle Barcus, Boston University School of Public Communication--nationally recognized in survey research; and Dr. Bernard Shapiro, Associate Dean of the School of Education, Boston University, statistitian and research expert.)	October-February 1974
5. Selection of the Sample. Done by Title III staff, randomly in open meeting. (12 projects selected)	November, 1973
6. Pilot Study on 2 projects. All Instruments tested.	December, 1973
7. Final revision and preparation of Instruments for typing, zeroxing, and organizing into packages.	January, February 1974

	What	Date Accomplished
8.	Organizing interview schedule.	February, 1974
9.	Interviewing 60 individuals* (5 associated with 12 projects). Time--one to four hours in length. (Dr. Judith Evans of EDC and Harvard interviewed the two projects of Ms. Widmer--a total of 8 participants.)	March, April 1974
10.	Questionnaires administered.	March, April 1974
11.	Collection of census data.*	May-June, 1974
12.	Analysis of other data sources: Evaluation reports, monthly* reports, supervisor and on site records.	June, July 1974
13.	Preparation of data for analysis. Coding of open-ended* questions, numbering and preparation for computer.	June, July 1974
14.	Analysis by computer.*	September, October 1974
15.	Further analysis and reporting of results.	Nov. 1974-April 1975
16.	Review of draft by readers.	Feb.-March, 1975
17.	Writing summary document.	March, 1975
18.	Typing and publication of two documents.	August, 1975

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*For the above steps, two research assistants were employed--Ms. Marsha Baron and Ms. Ann Flynn of Boston University Graduate School of Education.

APPENDIX IV
TABLE I

THE EFFECT OF STUDY INNOVATION ON SCHOOL OPERATIONS[a]

	I-Non-Adopted	II-Semi-Adopted	III-Adopted
1. Increasing Level of Resources	0.0%	0.0%	0.0%
2. Changing Resource Mix	0.0%	33.0%	0.0%
3. Changing Instructional Process or Method	33.0%	33.0%	83.0%
4. Affecting Administration Management (or power structures)	0.0%	33.0%	17.0%
5. Changing Either Organization Structure of School or Relationship to External Authority	67.0%	0.0%	0.0%

[a] This Breakdown of innovation level was used by John Pincus (1974).* Note that 67% of the Non-Adopted projects tried using the most radical changes and mainly in single school systems. There are other breakdown levels of innovations. See Charters, W.W. and Jones, J.E. "On the Risk of Appraising Non-Events in Program Evaluation", or Chin, Robert, "Models of and Ideas About Changing" (Bibliography)

TABLE 2

THE EFFECT OF STUDY INNOVATIONS ON NUMBER OF SCHOOL DISTRICTS

	I-Non-Adopted	II-Semi-Adopted	III-Adopted
1 or 2 Schools/One System	33%	0%	0%
3 or More Schools/One System	33%	67%	17%
1 or 2 Schools/Many Systems	0%	33%	50%
3 or More Schools/Many Systems	33%	0%	33%

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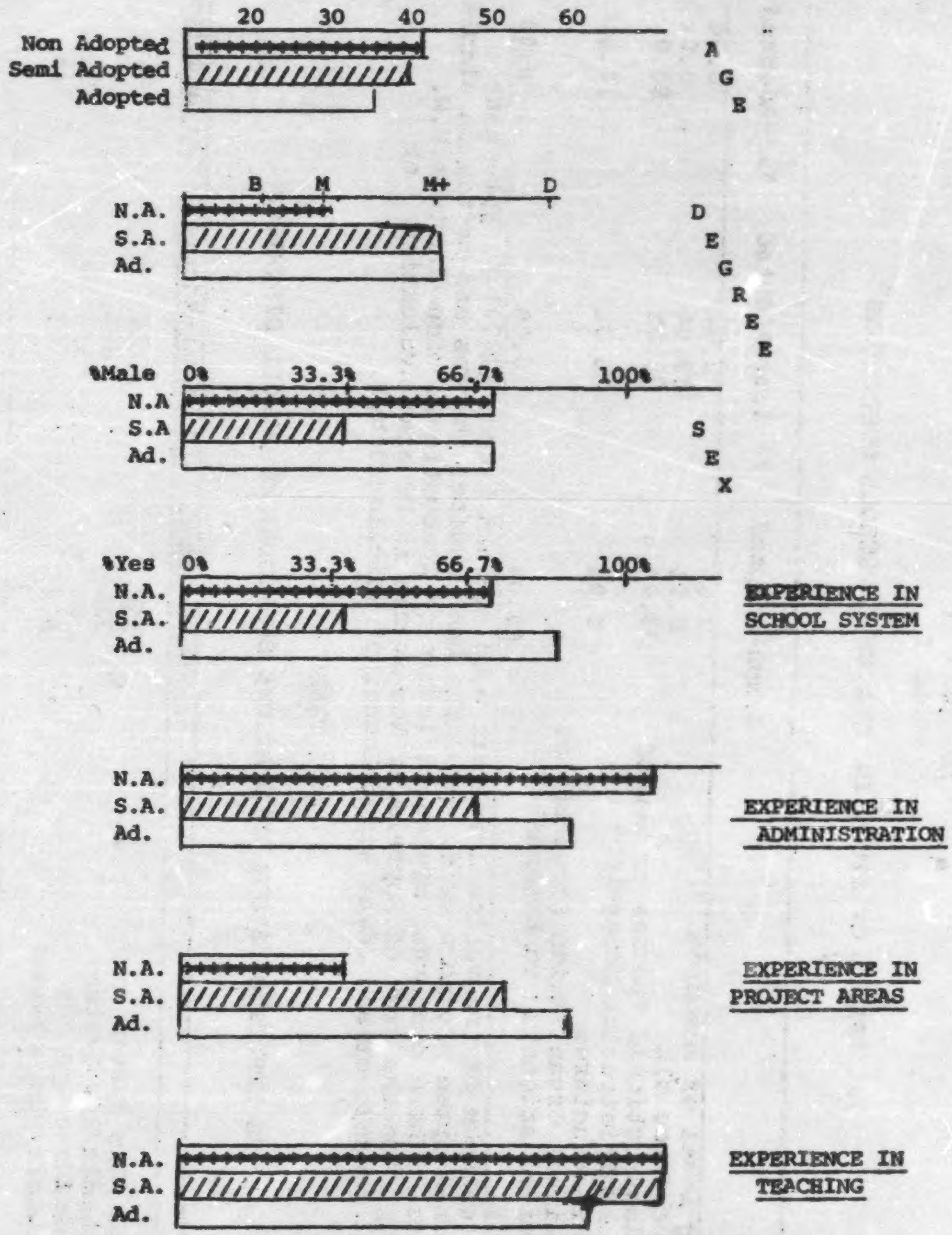
*Pincus, John "Incentives for Innovation in the Public Schools," Review of Educational Research, Vol. 44. (Winter, 1974), pp. 113-144.

Appendix V

Project Director Profile



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